Employment Security REVIEW

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COUNSELING SPECIAL APPLICANT GROUPS FOR DEFENSE MOBILIZATION

COUNSELING FOR DEFENSE, Arthur W. Motley ... 3
TOWARD EFFECTIVE USE OF MANPOWER ... 4
CHALLENGE TO YOUTH COUNSELING, Max J. Hays ... 6
COUNSELING SERVICE TO HIGH SCHOOL GRADUATES, Ethel M. Fryer ... 8
PUTTING THE PHYSICALLY HANDICAPPED TO WORK, John B. Bethea, Jr ... 10
COMMUNITY COOPERATES IN REHABILITATION, Richard Stafford and Emet Talley ... 11
EMPLOYEE COUNSELING IN WORLD WAR II, Esther Boorman Strong ... 12
IT CAN BE DONE! W. L. Worthington ... 13
COOPERATIVE YOUTH PLACEMENT PROGRAM, W. E. Culbreath, Jr ... 16
ROLE OF TESTING IN DEFENSE MOBILIZATION, C. E. Odell, Beatrice J. Dvorak and Charles Meigh ... 21
STUDENT FUTURES, Harriet Doar ... 24
VOCATIONAL GUIDANCE AND PLACEMENT ... 28
LIVE LONGER AND LIKE IT? Louis H. Ravin ... 31

EXPANDED UTILIZATION OF MINORITY GROUP WORKERS, Chester J. Gray and Don Beatty ... 34
MANPOWER PROBLEMS OF THE DEFENSE PROGRAM, Robert C. Goodwin ... 37
EMPLOYER RELATIONS AND THE FIELD AUDITOR, W. E. Holtan ... 41

UNITED STATES DEPARTMENT OF LABOR
MAURICE J. TOBIN, Secretary
BUREAU OF EMPLOYMENT SECURITY • UNITED STATES EMPLOYMENT SERVICE
ROBERT C. GOODWIN, Director
Washington 25, D. C.

In This Issue

THE youth of our Nation has much to offer to the defense effort. Schools and local employment offices join forces to help young persons find their proper place in the manpower picture. How this is done in Wisconsin and West Virginia is detailed on pp. 6–9.

THE 3-ingredient recipe for work with handicapped applicants which proved "sure-fire" at Brookley Field, is detailed by John B. Bethea, Jr., of the Alabama State Employment Service. p. 10.

GROWING out of a series of informal meetings called to consider actual rehabilitation cases, the Indianapolis Rehabilitation Case Conference Committee was formally organized in July 1946. Since then, it has continued to grow and to fill a definite need in the community. p. 11.

ABILITY always takes precedence over disability at the Chance Vought aircraft plant in Dallas, Tex. The local office has found this plant very willing to hire physically handicapped workers. It takes only a little common sense, the company holds, to rearrange a job so that a person with a physical limitation can do it. p. 13.

ST. PETERSBURG, FLA., a haven for the old, also has its generous quota of youth, and with them their employment problems. But, as a result of a cooperative program, the problems of the young people are disappearing. Under the guidance of experienced counselors they are discovering what they want and can do. Moreover, job opportunities are opening up in their home town. p. 16.

"THE maximum development and use of our human resources" is the goal set by President Truman for the defense effort. With its improved testing techniques and expanded testing facilities, the Employment Service can play a vital part in reaching this goal by counseling, classification, and placement of workers in jobs which will utilize their maximum ability. p. 21.

LIFE seems just a lot of question marks to many high school seniors as they look forward to the post-graduation period. To find out what can be done to help them, a feature writer of the Raleigh NEWS AND OBSERVER interviewed a North Carolina counseling supervisor. p. 24.

PEOPLE are young longer! Now, when more and more workers must be found, is the time to accept that statement and do something to break down the barriers to the older person's employment. The Employment Service, with specialized services, should be aggressive in its attack against superficial obstacles which are barring older persons from jobs they need and which need them. p. 31.

Production Safeguard . . .

Maintaining Labor Standards

"GOOD labor standards for women should not be sacrificed through a 'misguided' sense of patriotism. These good labor standards are essential to full and efficient production. Without them the defense effort actually would be hampered, for continued employment in excess of health requirements soon would defeat its own purpose, namely, maximum production."

This was the message that Frieda S. Miller, Director of the U. S. Department of Labor's Women's Bureau, brought to the 28th Annual Conference of the New York Women's Trade Union League, held in New York in February.

Predicting that attacks undoubtedly would be launched against the various women's laws, notably those establishing maximum daily and weekly hours of work, specified meal and rest periods, Miss Miller said that standards of employment for women take on a special urgency at the present time because women now form 30 percent of the Nation's total employed persons and are the chief reserves for the defense effort. Obviously, new workers must come principally from the group of women not now in the labor force. She recalled that:

"World War II directed special attention to the practical benefits that are derived from good labor standards and to the sound basis on which such laws rest. During its first half century of growth, labor legislation for women generally was considered to be an altruistic effort to improve the lot of one group of workers. Today, such standards receive another emphasis—they are recognized as plain good business. World War II was a proving ground in this respect, for employers then realized that the best results were obtained by employing women for moderate hours and under desirable conditions. They learned the relationship between long hours and substandard working conditions, on the one hand, and fatigue and unsatisfactory performance, on the other. That experience constitutes real evidence that moderate hours and desirable standards help rather than hinder production."

The District of Columbia and 43 States have laws limiting women's daily and/or weekly hours of employment in one or more industries. The lowest maximums set for women workers in manufacturing, in effect in 22 of these States and the District of Columbia, permit 8 hours per day or 48 hours per week. In several other States, provisions vary. The law of Kansas, although establishing the 8–48 hour standard for public housekeeping and telephone exchanges, establishes a slightly higher maximum for factories—9 hours per day and 49½ hours per week. Ohio, on the other hand, sets a 9–45 hour maximum for manufacturing plants but an 8–48 standard for other covered industries. Discussing these standards, Miss Miller said:

"Obviously the present hour limitations on women's work in manufacturing establishments permit a woman to work longer by law than actually is the prevailing practice, in peacetime, in many sections of our economy. This is because such laws are not intended to set an exact work period but rather to establish an hours ceiling. While good hours laws and the demonstrated efficiency of soundly limited work time have done much to establish an hours pattern that will put defense programs on a really productive basis, there are still unprofitably long hours for women. This is especially true in intra-State industries not covered by the Fair Labor Standards Act and in States that have no hours laws for women."

Another standard which Miss Miller states should be maintained strictly is the day-of-rest regulation which prohibits the employment of women for more than 6 days a week in some or all industries. The Women's Bureau also recommends that night work for women be kept to an absolute minimum. At the present time, the laws of about half the States and the District of Columbia provide for one day of rest per week and place some limitation on the employment of women or persons between 18 and 21 years of age during night hours.

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At press time

Skill Improvement Program

A PLAN for improving skills of workers in defense industries has been put into effect by the Secretary of Labor upon recommendation of the Federal Committee on Apprenticeship.

In explaining the program Secretary Tobin said that the objective is to encourage employers to (1) set up adequate training programs within their plants; (2) place responsibility for training functions; and (3) establish the need for and direct the training of workers toward the actual needs of production. The plan contemplates that the manpower user will make full use of present facilities for training and that technical assistance in expanding and setting up new programs of training on the job will be given by representatives of the Bureau of Apprenticeship.

The skill improvement program consists of three phases. In these phases field representatives will (1) work with manpower users in preparing suggestions to help establish sound training programs and to obtain the cooperation of both employer and employees toward reaching the objectives of training; (2) offer their assistance and experience in organizing the training within a plant to meet production needs; and (3) assist and advise industry on ways to solve specific problems related to training which arise due to the emergency.

"To be successful," Mr. Tobin said, "this plan must function on a teamwork basis between the manpower user and those agencies and groups offering assistance in developing and improving the skills of workers. Because of the obvious shortage of manpower facing us we must rely on quality rather than quantity in our workforce.

"To supply enough trained men and women to meet the needs of our expanding defense industries will tax the capacity of everyone in the field of industrial training. The Bureau of Apprenticeship will be extremely busy maintaining and expanding apprenticeship to meet the need for skilled workers and helping industry with other in-plant training problems. Manpower users will call upon vocational education, colleges and technical schools to supply service in such areas as preemployment instruction, related technical instruction and training for supervisory positions and in highly specialized skills. I am looking forward to a continuance of the same fine teamwork between all groups interested in industrial training that has been enjoyed in the past. We all have a difficult job ahead of us, but by working together it can be successfully accomplished."

Graham New Defense Manpower Administrator

SECRETARY OF LABOR Maurice J. Tobin has appointed Frank P. Graham as Defense Manpower Administrator, to direct, supervise, and coordinate all of the defense manpower activities of the Department of Labor. In the performance of these functions, he will report directly to Secretary Tobin.

Mr. Graham, former President of the University of North Carolina, was a member of the National Defense Mediation Board in 1941–42, and of the National War Labor Board, 1942–45. He served as U. S. Senator from North Carolina from 1949 to 1950.

An amendment to General Order No. 48 changed the name of the Office of Defense Manpower to the Defense Manpower Administration, and strengthens the supervisory direction which its Administrator will exercise over the Department's manpower activities.

Chief Deputy to Mr. Graham is Robert C. Goodwin. Mr. Goodwin, who was Executive Director of the Office of Defense Manpower, will serve as Executive Director of the Defense Manpower Administration.

The amended order also creates 13 regional offices of the DMA; Regional Directors of the Bureau of Employment Security will serve as Regional Directors for the new regional offices.

Secretary Tobin is very glad to have the services of Dr. Graham, whose rich background in industrial relations will be helpful in the discharge of manpower functions. The Department of Labor is committed to a voluntary defense manpower program, and Dr. Graham's notable success in achieving cooperation between management and labor should be very helpful in carrying forward such a voluntary program.

Job Dictionary Pattern for Japan

WILBERT STITZENBERGER, Chief, Occupational Analysis Branch, United States Employment Service, is now in Japan where he will spend several months assisting the manpower section of the Japanese Ministry of Labor to develop a job dictionary, patterned after our own "Dictionary of Occupational Titles." He will aid in determining an occupational classification structure that can be used in developing a dictionary of occupational titles appropriate to the economy of Japan.

Mr. Stitzenberger helped to develop the original "DOT" 11 years ago and the revised edition 2 years ago. The latter, doing for jobs what the standard dictionary does for words, contains 22,000 occupational definitions and more than 40,000 different titles by which the occupations are known. "DOT" is currently the basis for definitions for thousands of defense plant jobs, and the source of information for the Labor Department's list of critical occupations.

Hiring Made Easier

SIMPLIFICATION of hiring practices for filling Federal positions in the Nation's army arsenals, navy yards, and other defense establishments throughout the country was recently announced by the U. S. Civil Service Commission.

Most of the examinations for filling defense jobs throughout the country are conducted by boards of civil-service examiners located in the expanding defense establishments. To speed up the program, the Commission has revised its instructions to the boards and has granted them authority to: (1) Lower requirements for examinations whenever necessary; (2) shorten examination announcements; (3) simplify rating procedures; (4) make all decisions regarding the physical qualifications of applicants; (5) hire and put on the job immediately persons qualified for certain positions in shortage occupations; (6) refer for appointment local area residents ahead of non-local residents who have passed examinations in order to avoid unnecessary migrations of labor and to assure appointing officials of qualified persons who are more likely to be immediately available for employment; (7) act for the Commission in approving or disapproving non-competitive actions, such as the promotion of employees or the reemployment of former Federal employees, in positions for which the boards recruit.

In addition to the numerous changes made, the Commission authorized its regional offices to streamline other instructions whenever necessary to get needed personnel on the job, provided the actions taken are not contrary to law. All of the Commission's instructions to boards are now being reviewed in order to simplify the procedures further.

The Commission will continue its policy of making regular inspections of the boards' operations to see that the Veterans' Preference Act and other laws relating to personnel actions are being observed.

Shortcut to Defense Jobs for Disabled

TO SPEED the rehabilitation of disabled men and women into workers who will help meet critical occupational shortages, the Federal Security Agency is modifying regulations that govern State vocational rehabilitation agencies to permit States to provide quick and partial services to get disabled persons into work of immediate urgency. For example, a man, for whom the best long-term rehabilitation plan would be surgery and a course in engineering, might receive only surgery and training needed to work as a draftsman.

Previously States have been required to provide all services indicated in a vocational diagnosis. How-

(Continued on page 5)

TWI In Britain and India

THE Employment News of the Employment Service of India makes reference to the successful development of a "Training Within Industry" program in England in the training of supervisors which is being used to guide personnel of the local employment offices in India in setting up a similar program. It was pointed out that the British made a careful study of the TWI in the United States when it was operating under the War Manpower Commission in 1944.

Employment Security Activities at a Glance, January 1951
United States and Territories

	Number or amount	Percentage change from previous month
Over-all		
Initial claims	[1] 1,053,600	+2
Weeks of unemployment covered by continued claims	5,413,300	+28
Weeks compensated	4,519,800	+36
Weekly average beneficiaries	982,600	+18
Benefits paid	$91,559,700	+37
Funds available as of Jan. 31, 1951	[2] $6,981,631,000	([3])
Visits to local offices	11,209,100	+24
New applications	783,200	+41
Referrals:		
Agricultural	95,700	−60
Nonagricultural	883,600	+25
Placements:		
Agricultural	87,900	−61
Nonagricultural, total	485,800	+16
Men	289,600	+11
Women	196,100	+23
Handicapped	21,700	+20
Counseling interviews	121,600	+29
Employer visits	190,800	+3
Veterans		
New applications	153,800	+32
Referrals, nonagricultural	221,500	+19
Placements, nonagricultural	124,600	+14
Placements, handicapped	11,200	+22
Counseling interviews	28,700	+25

[1] Excludes transitional claims which do not represent new unemployment.
[2] Includes December 1950 data for Illinois and South Dakota; current data not received.
[3] Less than 0.5 percent.

Counseling Special Applicant Groups For Defense Mobilization

Counseling for Defense

Arthur W. Motley

THE people of a nation are its most important resource. In the years ahead, the United States will need the full participation of each person if all the tasks that lie before us are to be accomplished. Even if the Korean conflict were over tomorrow, there is likely to be more work than there are people to do the work for some time to come. We do not have the numbers of unemployed people waiting for jobs that we had in 1941. But, there are many people who have not had an opportunity for full development and use of their skills, knowledges, and potentialities, and others who are not working at all, or only part time who can, if needed, be drawn into the labor force for defense industry. Among those who are traditionally underutilized are the handicapped, the aging, and minority groups. There are also large numbers of young and inexperienced persons, older people, housewives, and the handicapped who can be brought into the labor force as needed. In order that all of these people may contribute at their maximum level of capacity, many need the services identified in the Employment Service as counseling, selective placement, and testing.

Some of the above groups did not participate fully during World War II—either because they were not given the opportunity or because we knew so little about how to use them effectively. The Employment Service has better technical "know-how" now than it did then. We now have the GENERAL APTITUDE TEST BATTERY which has proved so useful in measuring the aptitudes of workers. We have such other tools as PHYSICAL DEMAND ANALYSIS, the INTEREST CHECK LIST, and the revised DICTIONARY OF OCCUPATIONAL TITLES. Our occupational and labor market information has been further developed. All these tools are based on the recognition of individual differences in people and the differing requirements of jobs.

We are fortunate now, too, in having trained and experienced counselors, selective placement interviewers, and test technicians in Employment Service offices throughout the country. Such personnel, using presently available resources, can contribute substantially to the proper utilization and stabilization of inexperienced and untrained or "skill rusty" workers. To the extent that they do a good job of initial evaluation and placement, much subsequent turn-over and misuse of labor will be prevented.

The heart of the counseling and selective placement service is assistance to the worker in making a suitable vocational plan. This plan should be based on a thorough analysis of the individual's interests, training and aptitudes, his personal traits, and his physical capabilities. The counselor, through his knowledge of where workers are needed most and the typical requirements in the broad fields of work, is able to help the potential worker to understand better his capacities in relation to the various fields in which he may be needed to man defense industry and essential civilian services.

Experience shows that people produce more and stay on their jobs longer if they have weighed all of the factors of ability and interest against alternative opportunities and have decided upon a plan which is consistent with their findings. Counseling is a real service to workers in making such decisions. Let us, therefore, devote ourselves to strengthening our counseling, selective placement, and testing services in the interests of full development and use of all available workers and to this extent assist in expanding defense production and minimizing labor turn-over.

—**ARTHUR W. MOTLEY,** ***Assistant Director for Employment Service, Bureau of Employment Security***

Pledge of Cooperation . . .

Toward Effective Use of Manpower

THE Council of Guidance and Personnel Associations has advised the Secretary of Labor that it stands ready to be of service in furtherance of the effective use of manpower during the National Emergency. The exchange of correspondence between the Council's president, Miss Hilda Threlkeld, and Secretary of Labor Tobin is reproduced below.

JANUARY 16, 1951.

The Honorable
The Secretary of Labor
Washington 25, D. C.

My Dear Mr. Secretary:

The Council of Guidance and Personnel Associations desires to serve you in any appropriate manner during the national emergency. The enclosed statement prepared by the Council's Committee on Manpower Utilization lists certain basic principles which we consider essential to the effective use of manpower.

Individuals and groups within the Council of Guidance and Personnel Associations might be of aid to military and civilian manpower officials because they have training and experience which fits them to assist in the development of manpower policies and procedures.

From time to time the Council plans to submit to you specific proposals for coordination and use of guidance and personnel services in manpower development, allocation and utilization. It would be highly desirable if we could discuss such specific proposals with you and your colleagues.

Because you are dedicated to the most effective utilization of the human resources of this country we stand ready to be of service in whatever measure you consider desirable and practical.

Sincerely yours,
(S) Hilda Threlkeld, President,
The Council of Guidance and Personnel Associations, Inc.,
University of Louisville.

Enclosure (see next page).

Feb. 28, 1951

Miss Hilda Threlkeld, President,
The Council of Guidance and Personnel Associations, Inc.,
c/o University of Louisville, Louisville 8, Ky.

Dear Miss Threlkeld:

Thank you very much for your letter with the attached "Recommended Principles for Effective Utilization of Manpower." These principles are useful guideposts for the assignment of both civilian and military personnel. The Department of Labor is vitally interested in all proposals and suggestions concerning manpower utilization. While there are few areas where there are critical labor markets at present, we do face impending shortages in many areas unless there are improved programs for orderly recruitment, training, and proper use of our manpower reserves. The measures you outline will need to be implemented in many government and nongovernment situations. Your statement is consistent with "The National Manpower Mobilization Policy," issued by President Truman on January 17, 1951. This policy was the product of a conference of representatives from the Departments of Defense, Labor, Treasury, National Security Resources Board, Office of Defense Mobilization, and National Security Council. It states in part:

The national manpower mobilization program will be based upon the following principles:

a. Each individual will be expected to serve in the capacity in which he can contribute most to the total mobilization program.

b. Employers . . . will assure full utilization . . . of each individual . . . through . . . the assignment of duties in accordance with needs, skills, and potentialities.

c. . . . Enlist to the fullest possible extent the support and resourcefulness of individuals in the achievement of the mobilization program.

Within the Department of Labor, we are trying in every way we can to live up to the principles you enunciate. Local employment offices, operating under the guidance of the Bureau of Employment Security, apply these principles in the testing, counseling, and placement of new entrants into the labor market. We feel that our special efforts for this group will make a substantial contribution towards the utilization and stabilization of the potential labor supply. We can build up the ranks of productive workers to meet the needs of defense activities if we make proper use of (1) youth, particularly girls leaving school, (2) housewives, (3) minority groups, (4) older men and women, whose experience and training is useless or rusty, (5) physically disabled, many of whom need physical restoration as well as training before they can be placed. These constitute our main reserves.

But they need help in choosing and adjusting to the job. For the most part, these workers do not know their own abilities or where they are needed. We do not want them to take the first job available only to leave it and take another and another until, by trial and error, they find their own proper niche. We recognize that our counseling program is essentially a preventive service and one means of reducing the extent of the manpower problem. It is important that government, the schools, professional organizations such as yours, and other responsible community agencies work together to achieve maximum use of our human resources.

One of the other important implications of your suggested principles is the need for better in-plant utilization. This will require widespread employer education in the concepts you have expressed. We are in the process of setting up our manpower utilization program to work with employers to that end.

We appreciate the offer of your committee to assist in the development of defense manpower policy. If you are meeting with representatives of other agencies concerned with the over-all objectives outlined in your communication, we shall be glad to participate in the discussions.

Yours very truly,
(S) Maurice J. Tobin,
Secretary of Labor.

Statement of Recommended Principles for Effective Utilization of Manpower, Committee on Manpower Utilization, Council of Guidance and Personnel Associations

The Council of Guidance and Personnel Associations represents constituent organizations which have a membership in excess of 170,000 members who in turn serve several million clients each year in the fields of vocational guidance, student personnel work in the schools and colleges, industrial personnel work and counseling services in many private agencies. The Council believes that its membership and that of related organizations has a vital contribution to make in the planning and operation of the defense manpower program. During the past 50 years, guidance and personnel workers have developed a body of knowledge and practice which has direct and profound significance in the development and utilization of human resources. The essential contribution of guidance and personnel workers is their recognition of the fact that individuals vary widely in interests, aptitudes and personal traits, that these differences must be understood in choosing and preparing for work and that the needs of the individual and the Nation will be better served if these facts are taken into account in all phases of the personnel assignment and adjustment process. Guidance and personnel workers are firm in their conviction that the proper selection of men, both for military and industrial purposes, the placement of these men in appropriate jobs and their maximum productivity are dependent upon the extent to which sound personnel techniques are used.

The authorities tell us that the impact of our defense mobilization may be expected to continue throughout this generation. In view of the long-range planning which the situation demands, guidance and personnel workers strongly recommend that the following set of basic principles be adopted and adhered to in military and civilian manpower programs:

I. Emphasis in personnel assignment on individual capabilities, needs, and limitations and on personal choice, in the degree compatible with the Nation's economic and military requirements.

II. Opportunity, within practical limits, for continuity of vocational planning and training for the individual in national service consistent with his vocational choice and the long-range needs of the civilian economy.

III. Development of a basic system for recording and transmitting information to military or other manpower allocation agencies and which, once presented, would thereafter be available for use in personnel assignment.

IV. Presentation and interpretation to the public and particularly to nonmilitary guidance and personnel workers, of information as to defense manpower requirements and opportunities and as to personnel systems and practices used by the military.

V. Availability of effective guidance and personnel services within the military services and in civilian manpower agencies in order to meet the continuing needs of individuals for assistance in vocational choice and job adjustment and to promote the Nation's needs for the most efficient utilization of manpower.

VI. Provision for a wise and proper use of the present supply of guidance and personnel workers and for training an adequate supply of persons to meet future needs.

VII. Provision, as new types of work evolve and the employment situation changes, for increasing emphasis on research in the field of job analysis, employment testing, aptitude and interest analysis, and interviewing techniques.

Many guidance and personnel workers were employed as officers and enlisted men in the military services during World War II, while others worked in industry and civilian manpower agencies. As a group, they feel that much progress has been made during and after the war in introducing some of the above principles into military and civilian manpower programs. However, they detected many basic weaknesses in manpower operations during World War II which can be avoided now by closer adherence to the above stated principles. They further believe that both military and civilian manpower officials might benefit from the advice and assistance available from individuals and groups within the Council of Guidance and Personnel Associations, its constituent bodies, and related organizations.

We are, therefore, taking this opportunity to acquaint you and others in responsible positions with our interest in defense manpower policy and operation. We stand ready to offer whatever practical assistance and advice may be desired in seeing to it that our human resources are used wisely and in accordance with their maximum skills and potentialities.

At Press Time. (*Continued from page 2*)

ever, there will be no lessening of full regard for an individual's welfare which is basic to all vocational rehabilitation plans.

The change in the regulations will not prevent the rehabilitation agencies from reopening at some later date the case of any individual whose critical-shortage job may not measure up to his full potential capacity. Many disabled people who complete emergency rehabilitation for critical jobs will later receive further services to prepare them for more suitable permanent jobs.

Civil Service Beckons H. S. Graduates

Many of the Nation's high school graduates may be qualified for Federal jobs on the basis of high school education alone according to information from the Civil Service Commission. The graduates, many of whom will be seeking their first jobs, should check bulletin boards at the nearest first- or second-class post office for lists of examinations that will be open to them from time to time.

The kinds of examinations will vary according to the local labor supply and the needs of the Federal establishments in the area in which the graduates live. The CSC says that chances of employment for persons passing examinations are excellent, because of an insufficient number of qualified persons to meet the demand.

The Commission believes that many girls who have taken commercial courses in high school will be able to pass the stenographer-typist examination. Applicants for examinations must be at least 18 years old.

Rehabilitation Peak

The Office of Vocational Rehabilitation in its annual report has announced a new peak in rehabilitating disabled men and women into self-sustaining jobs. During the fiscal year 1950, a record of 71,543 persons were prepared for and placed in employment through the State-Federal program. This exceeded the previous year's total of 69,277 despite increased cost of services and additional severely handicapped persons who required more extensive services.

The Nation's 2 million handicapped men and women constitute one of the few sources at hand to supply ever-growing manpower requirements. By preparing handicapped men and women to take their places in the mobilization effort, the vocational rehabilitation program is making a major contribution toward meeting the Nation's total manpower needs.

Courtesy, Science Research Associates, Chicago
(Minnesota Journal of Education Photo)

Young people need and should receive adequate guidance services regardless of whether they live in the city, in the small town, or on the farm.

Defense Mobilization . . .

Challenge to Youth Counseling

By **MAX J. HAYS**

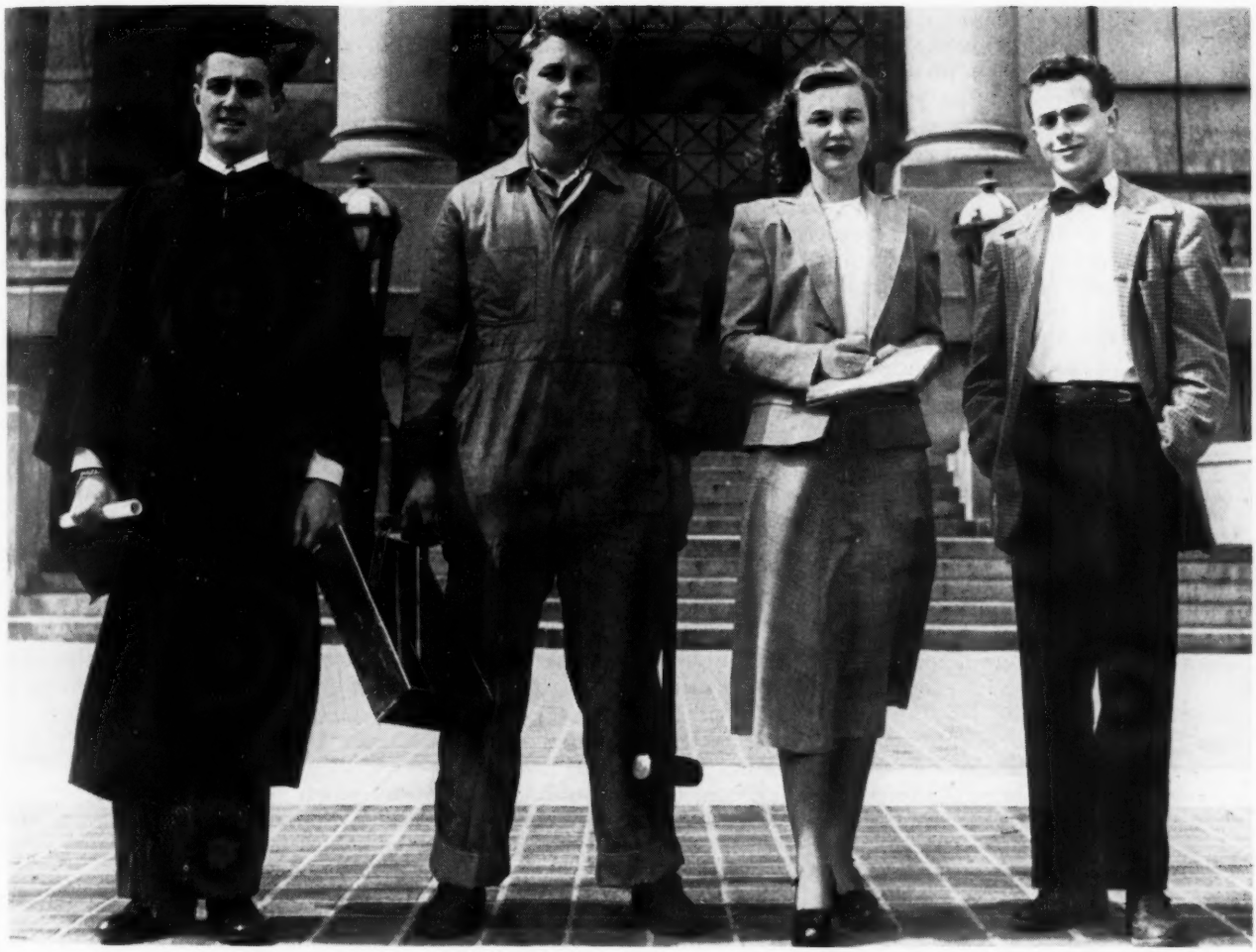
Supervisor, Counseling and Services to the Handicapped
Wisconsin State Employment Service

THERE is a greater proportion of unemployed among our youth than in any other age group in the labor force. And when young people manage to secure employment, it is frequently in jobs which bear little or no relationship to their interests, aptitudes, and abilities, and in which opportunities for advancement are limited. This problem is not new in the placement of our Nation's youth, and its urgency has become apparent as we mobilize for national defense. To avoid the manpower waste of World War II, it is essential that maximum use be made of our "youth power" resources.

When the annual crop of school graduates and dropouts appears at the public employment office, they come, in far too many instances, without any realistic vocational objectives. They lack adequate knowledge of job requirements. They have only a hazy idea of their qualifications for work. Many times they know nothing of their special aptitudes. Even their interests are often superficial and transitory. Employment counselors must assist these young people to accumulate the knowledge they need concerning fields of work. They must appraise their interests, aptitudes, and abilities before suitable jobs can be found for them.

School authorities are well aware of the need for more adequate guidance to assist youth in making the transition from school to work. In the larger cities, even though effective guidance facilities are available in the school systems, employment offices are frequently requested to provide occupational and labor market information, as well as supplementary job counseling for high school graduates. Schools in the smaller cities and towns, as a rule, have limited facilities for this service and usually rely heavily on their local public employment office for assistance with vocational guidance problems.

Even more urgently in need of counseling services are the rural high schools with no guidance facilities of their own and with no employment office near enough to provide them with more than occasional service. Students in these areas are usually in greater need of occupational information and job counseling than those residing in metropolitan areas,



Courtesy, Science Research Associates, Chicago (Life Photo)

In career planning, young people should appreciate the dignity of work in any occupation—whether in a profession, a skilled trade, a clerical position, or a service industry.

and the problem is all the more acute because of the limited number of job opportunities in the rural community. If these young people want to broaden their job horizons they must migrate to the urban centers where a wider selection is available. Recently some consideration has been given to locating additional industries in rural areas in order to tap available pools of labor. This not only would provide a larger number of job opportunities locally, but would overcome the housing, transportation and school problems which arise when workers must be transferred to industrial centers.

Among the more common devices used by high schools to motivate students to study occupations is the "career day" or "job forum." Formerly these programs emphasized the professions with scant attention being given to skilled or semiskilled occupations. In many instances the "career day" program was little more than a college recruitment device. More recently an effort has been made to cater to the needs of the entire student group by having the "keynote" or "kick-off" talk given by staff members of the public employment offices in order to provide students with general information on jobs in many fields.

In recent months students have been in more than normal need of motivation for career planning because of a malady which someone has called "draftitis." It affects high school senior boys as well as college men of every class. The principal symptom appears to be the loss of interest in school subjects. The result is a decline in scholastic achievement and an apathy toward career planning. There is a tendency to "mark time" until drafted. Perhaps, therefore, school authorities and employment counselors would do well to adopt and publicize a slogan which is already being used in some communities: "Don't Drift Until Drafted."

Young men need to be reminded that army assignments are in many cases related to civilian occupations and it is often possible to further vocational objectives while serving in the armed forces. They should utilize the time before entering the military services to get as far as possible in their choice of and preparation for a vocation. Some of the draft-age youth,

however, will never see military service unless physical requirements for induction are relaxed. Many, therefore, should be able to further their career plans without interruption unless the demands of defense production necessitate the taking of temporary jobs in essential occupations and the postponement of long-range goals.

Career planning for girls is receiving more-than-usual emphasis during the current emergency. Girls, who under normal circumstances would be considering marriage instead of a career, now realize that marriage plans may have to be postponed until the intended husband returns from military duty. They also recognize the possibility of having to earn a living after marriage. Defense production needs will undoubtedly require the employment of large numbers of women, and factory coveralls will again become the popular costume for girls. Thus it is important that girls prepare for both marriage and a career.

The State Employment Service in Wisconsin makes its counseling and testing services available to high schools which request assistance. The extent to which such service is rendered is dependent, understandably, upon the staff time available. In some cases the ES merely supplements the school guidance services, while in others it assumes a major role in the counseling of students who are about to enter the labor market. Many of our cooperative school programs begin with a career talk to the graduating class. Afterward, students who desire our assistance in obtaining employment are requested to complete an ES application card. In addition they fill out a special form, from which those in need of counseling can be identified. These students receive complete counseling interviews (aptitude tests being administered whenever their need is indicated) and assistance in making a vocational choice. The school counselor is then informed of the resulting job plan. The student is given every possible assistance by the employment office and by the school in putting the vocational plan into effect. If further training after high school is not involved, it is often possible to develop an appropriate job before the close of the school term so that there is a minimum of time lost before entering upon the career.

Schools also recognize the need for guidance services below the senior level and frequently request service for this group. In such cases the Employment Service takes the position that its facilities are available only for those students who plan shortly to enter the labor market. The educational counseling of undergraduates, though admittedly important, must be considered outside the realm of ES activities.

During the past school year, the employment offices in Wisconsin provided individualized counseling and testing service to approximately 3,500 high school seniors in 200 of the 500 high schools in the State. The outlook is for a considerable increase in schools covered this year. As the schools develop more adequate guidance facilities of their own, the WSES will be able to devote more of its efforts to providing the necessary occupational and labor market information, and placement service to graduates.

There has been wide recognition of the need for close cooperation between the schools and the local offices of the various State employment services to insure the proper induction of young people into the labor force. Recently the United States Office of Education and the United States Employment Service published a guide which will assist in developing appropriate working relationships between schools and employment offices so that maximum use can be made of the available services of both.

A better job of matching youth and jobs will be achieved when our local communities are fully aware that vocational guidance is a continuing process, both in school and out of school, and that the entire community has a continuing responsibility to assist our young people to achieve satisfactory vocational adjustment.

Counseling Service to High School Graduates

By **ETHEL M. FRYER**

State Supervisor of Counseling
West Virginia State Employment Service

IN A defense situation in which the manpower potential sets a ceiling on any expansion possible, it is essential that workers be placed in jobs where their skills, knowledge, and abilities will be utilized to the maximum. New entrants into the labor market often have not developed occupationally significant skills and knowledge and suitable placement depends on use of their potentialities and aptitudes.

This necessitates careful analysis and recording of all pertinent information obtainable from and about applicants. The thousands of high school graduates who will enter the labor market this year will constitute a valuable segment of the labor force and the contributions they make, as well as their personal adjustments, will be influenced by the information we have and use in referring them to jobs.

We believe that the project outlined below for service to high school graduates will contribute to the

program for manpower utilization, result in improved service to entry applicants, and at the same time conserve local office staff time.

Local offices, early in the second semester, make an effort to secure the cooperation of the schools in supplying us with vocationally significant information about students registering with the local office. A visit to the school to explain the purpose and mechanics of the project is necessary. When the school agrees to cooperate, this is the suggested procedure:

The graduate survey form is distributed to all seniors by the principal or someone designated by him. Usually this is done in an assembly, study hall, or homeroom period. Students are instructed to complete and return the forms to the school official at once. When all have been returned by the students, the survey forms are reviewed jointly by the school official and a representative of the Employment Service. In most cases the representative of our agency is the counselor. During this joint review, it is decided which prospective graduates should register with the Employment Service and an adequate supply of school record data and behavior description forms and the appropriate 511's is left with the school official for the students who are to be registered. The self-application process under the supervision of the school is used. This requires a review of instructions for completing the 511 with the representative of the school so that he may be in a position to answer questions from students. A date should be set for the students' completion and return to the school of all 511's—48 hours should be a reasonable length of time for this.

Joint Review of Application Cards

When the application cards have been completed and returned to the school, it is necessary for the counselor to review them jointly with the official of the school in order to correct inadequacies, learn more about the individual student, and to determine which of the students will need job counseling.

The 511's of potential counselees are checked to indicate the need for this service and the individuals are scheduled for counseling interviews as we schedule regular applicants for counseling. Job counseling is done in the employment office, where possible, so that students may become acquainted with local office staff and the services available to them in the employment office.

A school record data form and behavior description is completed by the school for each student who is registered. The school knows more about the student than we can learn in a series of interviews and in the present situation it is imperative that we obtain and use vocationally significant information about our applicants in order to place them in jobs utilizing their highest abilities.

A section of the school record data form is used to notify the school of placement of a student. Schools are interested in what happens to their graduates.

The completed application cards of prospective graduates are classified and coded by local office personnel and filed alphabetically in a pending file and no action is taken until the student notifies the local office that he is available for referral to a job. The fact that the student will not receive consideration for job openings until he has notified the office of his availability must be thoroughly understood by each student.

The employer relations representative, shortly before commencement time, reviews the qualifications of the applicants in this pending file and undertakes a planned job-development program based entirely on the qualifications of the applicants.

It is believed that this procedure for serving high school graduates will result in a saving of local office staff time. Only those students who plan to enter the labor market upon graduation and who want and need our service are registered. The applications are filled in away from the local office which is a saving in interviewing time. Only those registered students who, in the judgment of the school and the Employment Service counselor, are in need of counseling are scheduled for that service; this is a saving of counseling time. Only those *counselees* for whom the Employment Service counselor is unable to obtain dependable evidence of aptitude, after a complete counseling interview and review of information furnished by the schools, are scheduled for the GENERAL APTITUDE TEST BATTERY; this saves testing time since, in many cases, testing is unnecessary.

This project is being undertaken in cooperation with the State Department of Education (Guidance Division) on a pilot basis in high schools in West Virginia.

It is believed that this service is particularly significant at this time because youth will make its maximum contribution to the defense effort only if individual skills and abilities are utilized. Young job applicants seldom have a realistic understanding of industrial and business conditions and have only a vague understanding of their own vocationally significant interests and abilities and are likely to take the first or best paying job available. Frequently such jobs fail to utilize their abilities.

Counseling Reduces Number of Misfits

Counseling, admittedly, will not result in perfect vocational adjustment in all cases. It can, however, substantially reduce the number of misfits and the drifting from job to job in an effort to find work that provides a decent livelihood and opportunity for advancement consistent with individual interests and abilities. The effective counselor must either know about the counselee as an individual or know how to find out about him. Obviously, the school is the best source of such information about the young job applicant. It is believed that the project outlined will not only improve counseling but all phases of local office service to youth.

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Putting the Physically Handicapped To Work

By **JOHN B. BETHEA, JR.**
Chief Employment Counselor
Alabama State Employment Service

USAAF Photo

Totally blind from birth. Classifying small parts used in assembly of aircraft engines.

LET's take a look at Brookley Field, a maintenance, supply and repair depot of the Army Air Forces in Mobile, Ala., for a top-notch job of putting physically handicapped individuals to work at spots where they do their country the most good. In 1943 and 1944, when Brookley's civilian personnel numbered about 15,000 workers, 2,500 were handicapped. Even now, with the work force reduced to about 8,000, 1,337 are handicapped.

How was it done? A combination of three ingredients proved to be a sure-fire recipe for work with handicapped applicants: (1) An all-out sales campaign with supervisors; (2) 100 percent cooperation of agency and establishment personnel; (3) zealous, meticulous matching of capacities to job requirements.

The first ingredient: *A 100 percent selling job—to "top-brass" down to "straw-boss"—that the handicapped, placed properly, deliver superior performance.* Early in 1943, Employment Service and Vocational Rehabilitation conferred with personnel officials at Brookley on how to make maximum use of physically handicapped workers. As one practical demonstration, for instance, a totally blind but splendidly qualified Braille typist was referred. The conferences resulted in a special physically handicapped unit being organized at Brookley as part of the civilian personnel section to process all physically handicapped. The selection of two unusually well qualified workers, capable, in turn, of selling operating superintendents and foremen on the merits of handicapped workers, assured a complete sales job all the way down the supervisory line. From the beginning the disabled worker was "on his own" and was expected to produce in competition with the nonhandicapped.

The second ingredient: *Teamwork: Unselfish cooperation by all agencies and individuals concerned.* Civil Service, Employment Service, Vocational Rehabilitation, draft boards, and veterans' organizations all cooperated in recruitment. Vocational Rehabilitation procured physical examinations for 4–F's. Clinics were held in Birmingham, Atlanta, and other key points. Over 300 handicapped, for instance, attended the Birmingham clinic. Doctors were present, and recruiting representatives from Brookley, and also from other fields and war plants, were present to hire on the spot. Most physically handicapped for Brookley were recruited either at these clinics or at Brookley itself where the services of physicians at the dispensary could be utilized at the time of selection to assure appropriate placement.

The third and *most* important ingredient: *Zealous interest and meticulous selection*—the heart of successful work for the handicapped. Here again unselfish cooperation must be the rule. Two vocational rehabilitation supervisors had desks in the Mobile employment office. The closest collaboration between that office and personnel of the physically handicapped unit at Brookley was maintained. These latter individuals were constantly "on the prowl" at the Field to develop jobs—and more jobs—that would fit the handicapped. Each handicapped person was an individual challenge to the ES, VR, and PHU staffs whose aim was to fit him to the job where he could safely make his major contribution to the war effort. As a result, 40 totally blind workers were advantageously

employed, 6 of them, in fact, replacing 11 normal sighted workers and excelling in quality and quantity of production.

The work performed by blind workers included assembling and disassembling of starters and generators, storing and sorting supplies, loading aerial cameras, classifying small parts, etc. The more severely handicapped, including orthopedics, filled such jobs as armature winder, instrument mechanic, and bench machine worker, as well as jobs concerned with radio and the electrical assessories field.

Selection and referral to the right job was made easier by the presence of physicians, both at clinics and at Brookley. In this connection, full credit must be given to the outstanding counseling, selection and "sales" ability of the personnel of the PHU of Brookley Field, which was, incidentally, partially "recruited" from the personnel of the Mobile local office.

Finally, from the standpoint of worker morale, the effect of handicapped workers pulling their full weight is tremendous. Watching their coworkers—blind men and women led by seeing-eye dogs—giving an all-out performance has spurred the entire personnel of Brookley to extra effort.

Community Cooperates in Rehabilitation

By **RICHARD STAFFORD,** ***Counseling Supervisor, Indianapolis Local Office***
and EMET TALLEY, ***State Supervisor of Counseling***
Indiana State Employment Service

Counselors and rehabilitation workers must work closely and pool their resources if a satisfactory community service is to be rendered to persons needing one or many rehabilitation services. To fill this need the Indianapolis Rehabilitation Case Conference Committee was founded. This committee had its inception in a series of informal meetings which started in the early 1940's. These sessions were not called according to any schedule, but were initiated by the particular agency which was handling a case that appeared to require the cooperative services of several agencies. The value of group meetings quickly became evident and it was not long before they were scheduled regularly.

It is not possible to give credit for the basic idea—several local agencies called preliminary consultations but eventually, by agreement of the participating agency representatives, monthly meetings were organized. The formal organization of the committee took place in July 1946. In June 1947, the committee requested that the Indianapolis Council of Social Agencies assume sponsorship of its work. This was done and the first meeting under the ICSA was held the following September. At present, more than 30 Indianapolis agencies, both public and private, are represented in the group.

Originally, the meetings were devoted almost exclusively to the consideration of actual cases but, as the organization developed, the members found that they could also discuss matters of policy and agency coverage very effectively.

The present objectives of the Rehabilitation Case Conference Committee are:

1. To show that many individuals present problems which require the services of more than one agency and to help the rehabilitation workers to recognize these problems.

2. To acquaint the rehabilitation workers with the available resources in their community and how to use these resources.

3. To assist the staff worker to evaluate his or her plan, method, course of action, and results obtained through preparation of a case for presentation to the group.

4. To provide, through group discussion, an opportunity for each staff worker to benefit from the experiences and professional thinking as expressed by the various individuals of the group.

5. To determine the agency which should assume major responsibility for service and the part to be played by other agencies, either actively or by consulation.

6. To stimulate the use of the case conference among workers of the various interested agencies as an effective on-the-job method for giving maximum service to the client.

7. To use the chairman as discussion leader to guide thinking of the group to bring out all aspects of the case to be considered; to stimulate individual participation to tie together suggestions and recommendations; to summarize planning and disposition of the case.

In addition to its work on individual cases and interagency exchange of information and services, the committee has organized several subcommittees to look into particular community problems, such as transient workers and over-age persons. The Rehabilitation Case Conference Committee has been responsible for several open meetings to acquaint the general public with the problems involved in rehabilitation.

In 1949, the committee cosponsored two demonstrations. One was a full-scale rehearsal of a committee meeting, presented at the sixth annual school and community workshop at Indiana University; the other consisted of lectures and demonstrations at the Indiana University medical center on the subject, "The Rehabilitation of Physically Handicapped Veterans and Civilians." This subject was so well received that it has been adopted as the theme of the "Annual Rehabilitation Conference."

In 1950, a lecture, demonstration and panel were again arranged at the Indiana University medical center, the featured speaker being Dr. Howard A. Rusk, of the department of physical medicine, New York University. His subject was "The Philosophy and Development of Rehabilitation."

The Indianapolis Rehabilitation Case Conference Committee is a growing organization and is flexible enough to meet situations as they arise. Members have concentrated not only on individual case and agency cooperation problems, but have endeavored to arouse interest among all types of groups—professional (through addresses given to the medical associations, personnel associations and other professional organizations), industrial (both management and labor), and the general public. The Committee fills a definite need in the community and is constantly striving to meet changing situations as completely and satisfactorily as possible. The group is under the very able chairmanship of Dr. Gordon Batman, a prominent orthopedic surgeon.

Employee Counseling in World War II

By **ESTHER BOORMAN STRONG,** ***Ph. D.***

Formerly Coordinator of Employee Counseling in the Navy Department

DURING World War II, employee counseling found its place in the personnel offices of Government. When the national emergency was declared, the war agencies expanded at a rapid rate. The Navy Department in Washington, for example, expanded from 3,500 civilian employees to 18,000 in less than 3 years. Thousands of new employees did not know where to get correct answers to their questions. Indeed, many did not know what questions to ask. Absenteeism and turn-over became excessive. As the great majority of these new workers were women, the personnel officers responsible for civilian employment in the Navy, already overburdened with recruitment and placement problems and the large volume of paper work, hired "women personnel assistants" as an experiment. These later became known as "employee counselors."

The first Government agency to try this experiment, even before the national emergency, was the Social Security Board. This was followed by the appointment of Mrs. Margaret Barron in the Federal Security Agency, who, all during the war, was the dean of employee counselors in the Government and influential in the development of the program.

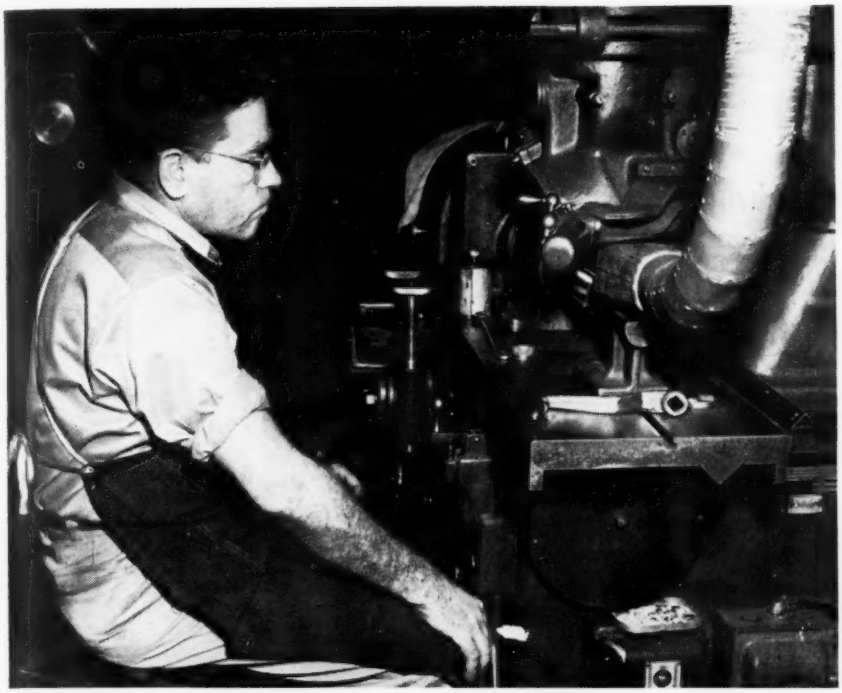
Much time was spent in an effort to define the scope of the work of counselors on a graduated scale to fit into the classification system. Some of the issues were: whether the counseling service was primarily an auxiliary interviewing system to provide accurate information for employees; whether it was a case-work program, with home visits and detailed and even psychiatric analyses; whether the development of employee services was part of the responsibility of counselors; what the relationships of the counselors should be to supervisors, to recruitment and placement officers, to in-plant training programs, to directors of personnel, to service officers, to management engineers and to management as a whole. In time, many counselors became employee relations officers.

The prevailing interpretation of the function of employee counseling reflected in many cases the type of training the "counselor" brought to her job. In the early days policewomen were tried out; also, deans of women and teachers from colleges and universities, social workers, and public health nurses.

The schools of social work saw an opportunity to place their graduates and there began to appear in their curricula special courses on employee counseling in industry and Government. The Civil Service Commission stimulated the development of job qualifications for counseling in the direction of social work. As a matter of fact, the schools of social work rendered a genuine service in bringing to bear on the situation the accumulating experience in industry and social research centers. Much of their training in interviewing techniques was good. Their value increased as they came to recognize the interests of management and the goals of production in their training.

By a widespread interviewing program, reinforced by careful reporting and analysis, the nature of prevailing employee difficulties could be ascertained and steps taken to adjust the situation in the interests of all concerned. Many new employee services which added greatly to employee efficiency were developed as a result of the counselors' definition of

(*Continued on page 15*)



James M. Dolan, who once worked for Southern Electric Transmission Co. making telephone equipment, works at his machine in the tool grinding crib, grinding what he calls hobs. Dolan's artificial leg proves no handicap in this job.

It Can Be Done!

By W. L. WORTHINGTON

Employment Technician

Dallas Office, Texas Employment Commission

THE Dallas office of the Texas Employment Commission has a year-round program for placement of the physically handicapped. It has not set this program up as a special procedure, limited only to the placement of persons with unusual handicaps, but has handled it as a regular phase of its placement activities.

The Dallas area has been in the class A or tight labor market category, for some time with only about 1.5 percent of its work force unemployed. It was thus evident from the beginning of our rearmament program that all sources of manpower would have to be tapped if we were to meet the demand of our ever-growing defense industries.

Immediately after the opening of the Korean conflict, Chance Vought, a large aircraft manufacturing plant, advised the local office of its increased demand for workers. At the same time that we advised the company of the anticipated shortage of manpower in our area, we called its attention to the large untapped reservoir of workers, who despite certain physical handicaps, were qualified to fill many jobs.

Chance Vought Aircraft's personnel manager, Peter J. Wacks, the man charged with finding the right people for the right jobs at the aircraft plant, was already familiar with this type of worker. He commented: "At Chance Vought there are no physically handicapped people—they are employees with physical limitations. We can use more of them."

This has been Vought's policy for several years. Persons with physical limitations receive the same treatment as other workers. Everyone does a day's work for a day's pay. As Mr. Wacks explained, sometimes it takes a little common sense to rearrange a job so that the physically handicapped person can do it, but the company found that doing so pays off. "In most cases," Mr. Wacks assured us, "we have found these fellows to be excellent workmen."

Although a person with a physical limitation follows much the same channel as other prospective employees in getting a job at Vought, his schedule is changed after he leaves the company hospital and his first physical examination. From the hospital, he is sent to the safety section with an official chart called a functional capacity record. This record shows the physical limitations of the individual in code.

In the safety section a physical demands analysis is made. In other words, the Safety Supervisor checks over the job the man is qualified to fill to see if he can handle it despite his physical limitation. If he can, the job is his.

In one case, the company hired a carpenter who has lost a leg. "It was no problem," Mr. Wacks said, "to fit him into our program. The only limitation on his activity was that he must not do any climbing; he handles the work that has to be done on the ground and another carpenter does the climbing."

The Vought Co. also gives handicapped workers equal consideration in requests for transfer to other jobs and for promotions. However, before a transfer is approved or a promotion given, the employee's physical capacities are checked against the physical demands of the new job.

When an applicant is placed on a job for which he qualifies physically, management does not feel that the applicant is physically handicapped, in the real sense of the word. The worker is considered on the same basis as any other employee. Production and personnel records are maintained for everyone to insure that the highest skill of all employees is being used to the best advantage of the employer and the maximum satisfaction of the employee.

In addition to employing handicapped workers, the Vought Co. has an established policy with reference to the use of workers in the upper-age bracket. Men over 65 years of age are being used in the productive work of the company.

The Vought Co., realizing the need to utilize all available manpower and with a definite interest in its well-being, took steps to develop special health and safety programs. The health of all employees is carefully checked at specific intervals. For example, diabetics are given medical treatment at the plant when required. Workers with arrested tuberculosis are given X-ray check-ups to protect them and their coworkers. The over-all plant safety program includes special safety programs to protect the handicapped, whose number on the company's payroll as of February 1, 1951, was 1,147 or 18.5 percent of a total employment of 6,125.

Deserving of Recognition

By way of acknowledging a job well done, the Dallas Committee for the Employment of the Handicapped has recommended that the Vought Co. be given an Award of Merit by the President's Committee on NEPH Week and that it be given similar recognition by the Governor's State Committee.

This award of merit has been approved and will be presented to the Chance Vought Co. on March 14, 1951. In addition to the Merit Award, the three Dallas Chapters of the Disabled American Veterans are presenting a bronze plaque in recognition of the company's employment of disabled veterans. Mr. Lawrence Melton, chairman of the Dallas Committee for Employ the Handicapped and past National Commander of the DAV will present the plaque at the same time the Merit Award is presented.

Henry Bennett, who works in Chance Vought's paint shop, finds that his sense of touch makes up in large part for his failing eyesight while taping parts for a Corsair airplane. The part next goes into the paint spray booth.

In addition, the Dallas committee has arranged for a large flag similar in appearance to the coveted E Flag which was given for excellent production achievement during World War II. A large H will be centered in a background of red, white and blue and the flag will be flown from the top of the company's building, immediately below the United States flag, to signify the company's outstanding record in employment of the handicapped. It is hoped that the special recognition of this company's policy in employing handicapped workers will promote the employment of such workers by other employers during this critical defense period and after.

TYPES AND NUMBER OF HANDICAPPED NOW WORKING IN SUITABLE JOBS AT THE VOUGHT PLANT AS LISTED FROM MEDICAL RECORDS OF THE COMPANY. THESE RECORDS ARE MAINTAINED IN ACCORDANCE WITH THE DISABILITY GROUPINGS SUGGESTED IN THE ES MANUAL.

Upper Extremities

4—Amputation or congenital absence at or above the wrist.

7—Amputation or congenital absence of thumb or three or more fingers on dominant hand.

63—Finger disability; any amputation, congenital absence, or disablement of thumb or fingers not included above.

24—Impairment of function of one hand and/or arm.

Lower Extremities

9—Congenital absence or amputation at or above metatarsophalangeal joint of one extremity.
8—Congenital absence or amputation at or above metatarsophalangeal joint of both extremities.
26—Amputation or congenital absence of less than five toes.
87—Impairment or function of one extremity.

Trunk, Spine, and Abdominal Defects

51—Hernia, inguinal or femoral.
16—Hernia, others of abdominal wall.
86—Spinal curvature or other spinal deformities.
33—Lower back pains (lumbar or sacroiliac).
19—Marie-Strumpell's disease (rheumatoid arthritis of spine).
23—Other trunk, spine, and abdominal defects including spinal fusions, etc.

Vision, Hearing, and Speech

1—Total blindness.
16—Total blindness in one eye.
2—Defects and diseases of eye, cataracts, detached retinas, retinitis pigmentosa, corneal scars, iritis, glaucoma, trachoma, chronis, conjunctivitis, corneal ulcer.
106—Other eye conditions.
5—Deaf—loss of functional hearing with or without speech ability.
23—Hard of hearing, loss of hearing of over 20–30 decibels or more but with functional hearing, with or without amplification.
62—Other ear defects such as perforated ear drum, Meniere's disease.
12—Speech impairments including loss of function, stuttering, harelip, and cleft palate.

Cardio-Vascular

40—Heart disease.
92—Diseases of the arteries, arteriosclerosis, hypertension, aneurysm, high blood pressure, Buerger's disease, Reynaud's disease.
1—Disease of the veins, varicose veins with ulcerations or swelling, phlebitis.

Respiratory, Except Asthma

22—Tuberculosis, lungs and larynx.
3—Bronchiectasis.
10—Pneumoconiosis including silicosis, anthracosis, etc.
73—Other respiratory diseases such as chronic bronchitis, etc.

Neuromuscular (widespread paralysis or muscle disfunctions of brain or spinal cord origin)

16—Other neuromuscular disabilities such as Parkinson disease, post encephalitis conditions, widespread muscular dystrophies and atrophies, hemiplegia, etc.

Neuropsychiatric

11—Psychoneurosis including anxiety state, "compensations" neurosis.
8—Post psychotic, after recovery from dementia praecox, schizophrenia, manic-depressive, etc.
12—Migraine.

Skin, Cosmetic, and Allergy Conditions

1—Facial disfigurement.
14—Asthma.
48—Other allergies including hay fever, allergic dermatitis, etc.

Generalized or Systemic Diseases (including diseases of the blood)

12—Diabetes.
1—Arthritis, generalized except Marie-Strumpell's disease of spine.
1—Nephritis (Bright's disease)
2—Malignant disease such as cancer, sarcoma, Hodgkins disease, leukemia.
2—Endocrine disease such as simple goiter, giants, dwarfs, midgets, cretins.
13—Malaria.

Gastro-Intestinal

13—Ulcer, stomach or duodenum.
2—Colitis including diverticula.
4—Other gastro-intestinal disorders such as hemorrhoids, permanent colostomy, etc.

Genito-Urinary

51—Impairments peculiar to the male such as prostatism, varicocele, hydrocele, etc.
12—Impairments peculiar to the female such as functional disorders, tumors, childbirth injuries, etc.

Employee Counseling in World War II

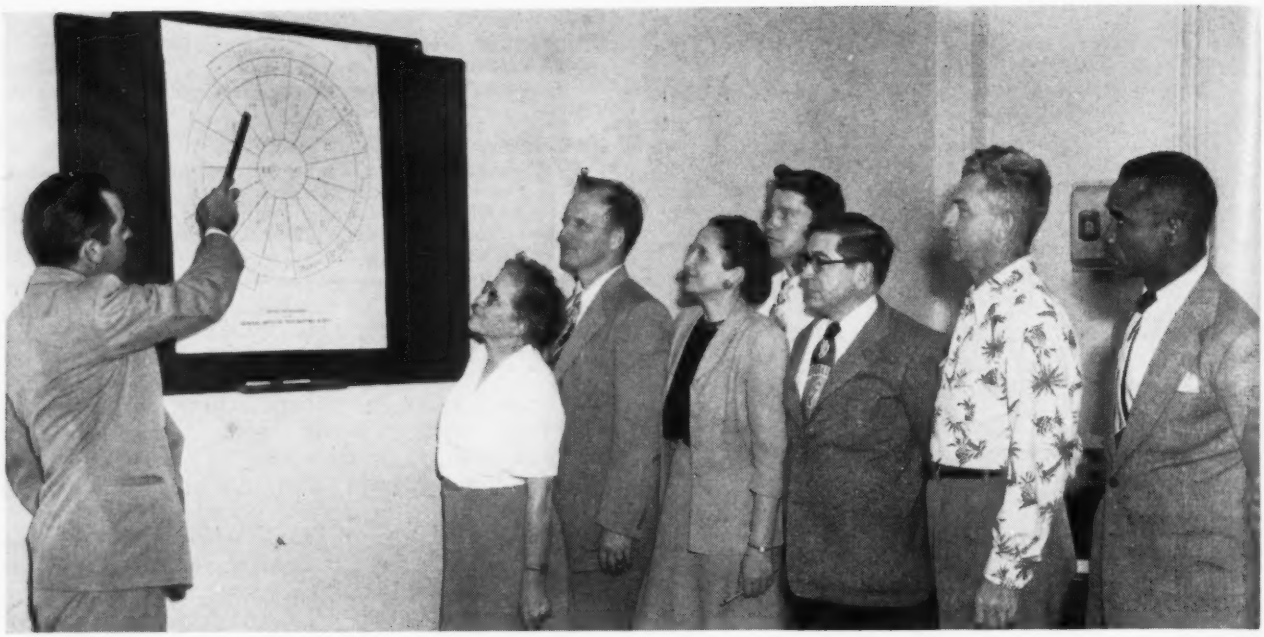
(*Continued from page 12*)

employee needs. In sections where tardiness, absenteeism, and turn-over were excessively high, analyses were made by means of a comprehensive interviewing program and adjustments effected. Thus the counseling service became, in a sense, a personnel research division, looking toward the constant improvement of management as well as the adjustment of the individual employee.

Counselors were not psychiatrists, nor management engineers, nor placement officers, nor employee service operators, but they worked closely with all of them. Personality conflicts were inevitable in the confusion of the war years. Men with personnel responsibilities resented the "interference" of counselors who wanted the "bosses" to change in the interests of the employees. Claims were made that the counselors thought they knew everybody's business better than the specialists did. On the other hand, it was difficult for counselors in touch with employee needs to have no attention paid to their well-documented arguments. The answer to this difficulty in most cases—and it was not by any means always a satisfactory one—was to have the counselor report to the personnel director who would then follow up on the recommendations if, in his judgment, the situation could be improved.

Hectic and confused as those war programs were, the counseling service proved the value of looking to the workers for data on which to build better management. The tools that the counselors were developing were far from precision instruments. The counselors failed too often to take an objective, analytical position in regard to the human situations with which they were confronted. They were too insecure in their own functions and tenure not to be swayed unduly by expediency.

It is unfortunate that, in the lull after the war when employment went into reverse gear, employee counseling was eliminated in so many cases, or converted into an over-all employee relations program. Its essence as a research tool of personnel management was lost to sight. As we face this new period of national mobilization we could well afford, in the light of the values we know accrued from our wartime counseling experience, to carry forward this emergent experiment of personnel research based on continuous systematic employee interviewing.



John Cooper, the local office's Industry Services Representative, teaches counselors of St. Petersburg, Gibbs, and Clearwater high schools in the use of GATB results in counseling nearly 500 seniors who will enter the labor market in June.

Cooperative Youth Placement Program

By W. E. CULBREATH, JR.

Manager, Florida State Employment Service
St. Petersburg, Fla.

ST. PETERSBURG, Fla., Mecca of the Nation's senior citizen, famed for sunshine, equable climate and friendly green benches, is regarded by many visitors strolling leisurely along its ramped main streets as an "old folks home," a city like the Pied Piper's Hamelin Town, virtually without young people.

The visitor, if he remains for more than a few days and doesn't spend all of that time watching oldsters slam out base hits in softball contests, or octogenarians at bowling alleys, will soon learn that St. Petersburg has just about as many young people as any American city its size.

Nearly 17,000 youngsters from every State in the Union fill its 34 public schools to capacity. Young people can be found working in a great many of the more than 3,000 stores, shops, and plants scattered throughout the sprawling 54-square-mile city.

St. Petersburg provides most of its jobs in relatively few industries during the "season," a period of the year from late September to April, and a time of the year when most teen-agers are still in school.

Graduation day, consequently, finds the St. Petersburg young man or woman entering the local labor market when employment is at its seasonal ebb, just as he has found it during every summer vacation when pocket-change jobs were as scarce as a pair of ice skates in their Sunshine City. Small wonder, then, that so many youngsters, viewing the labor market when employment is lowest each year, feel there is little work opportunity for them.

Two years ago, officials of the St. Petersburg office of the Florida State Employment Service, hearing youth's story over and over, conducted a survey among its young applicants as a first step in learning more about their employment problems. Findings of the survey surprised even those interviewers working with young people day after day.

The survey revealed that out of every 100 young job seekers registering for work with the Employment Service, only 42 had finished high school, while an almost identical number had dropped out of school before completing the ninth grade. Twelve out of each one hundred had left the classroom during their tenth, eleventh, or twelfth year of school.

As a group (only those workers under 22 years of age were considered in the survey) the inexperienced job seeker ranked with the "past 50" worker as a special problem group in the office's placement program.

Eight out of ten of the young workers, all with job-hunting experience in the highly competitive local labor market, felt that their opportunities for jobs in St. Petersburg were very limited and most thought better opportunities could be found in some other area of the State, or in another State.

The survey revealed that few of the workers knew how to look for a job and that most were following a haphazard, hit-or-miss plan in seeking employment, a plan labeled by the youths themselves as very unsatisfactory. Only 1 in 10 young job seekers had received job-finding help from the school last attended, and almost none had received satisfactory individual vocational counseling from school, parents, friends, or youth-serving agencies.

Most had developed no definite job plans, had no well defined job interests and knew almost nothing about their aptitudes for work. The survey group, with only three or four exceptions, was regarded by interviewers as consisting of "counseling cases," greatly in need of assistance in working out realistic vocational plans.

Eighty-six of each one hundred young people had worked for short periods for one or more employers. The period of employment for the majority of the young workers was very limited, averaging less than 3 months per job. The difficulty faced by youth in holding jobs was decidedly greater among those who had dropped out of school in the lower grades. The young people, according to their own statements, had shifted from one job to another, with little or no sense of direction. More than half said they had left their last jobs on their own volition for such reasons as: "Dissatisfied with work or working conditions—work too heavy—not interested in the job—wages too low—no prospects of advancement."

Sixteen percent of workers interviewed admitted having been discharged from jobs largely because their conduct was unsatisfactory or because they couldn't seem to do the job as the employer wanted it done. The remainder reported they had left their jobs because of seasonal lay-offs or because of some change in business.

Having secured youth's story about its job-hunting problems and having learned what youth thought about employment and employers, a second survey was undertaken to find out what a representative sample of local employers thought about the young person as a beginning worker. Members of the Employment Service staff conducting the survey found employers generally deeply interested in assisting young workers to get off on the right foot vocationally. However, most who had employed young inexperienced workers reported experiences which made them somewhat hesitant to provide job opportunities for such workers when more mature workers were available.

Employers in the city's major fields of work, retail sales and service, were unanimous in their belief that it took longer to train youthful workers with limited or no work experience to do work dealing with people, than to train adult workers. Several major employers reported they rarely hired youth because they had found them "job hoppers—flighty—irresponsible—disinterested," and one employer labeled young workers largely as "know it all type, just won't listen to or follow instructions."

Nearly 45 percent of the employers contacted reported the rate of turn-over among young workers higher than among adult workers, while only 5 percent said turn-over among the young workers was less than among their more mature employees. Questioned

A group of six students take a part of the GATB. Paper and pencil parts of the battery were given to larger groups of students in the school's spacious auditorium.

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Students demonstrate their finger dexterity in Employment Service tests given in the St. Petersburg High School library.

further, those employers who reported high turn-over rates among the younger workers gave as reasons for young people leaving their employ: "Couldn't seem to get their minds on work—restlessness—unbusiness-like attitude—irresponsibility."

The high cost of turn-over and the cost of training workers had apparently convinced many St. Petersburg employers that hiring the inexperienced young worker was not good business, particularly during a time when more mature workers, workers who were not newcomers to the everyday task of earning a living, were available.

With job opportunities for young workers limited in the city by the seasonality of its principal industry and to an extent by the attitude of many employers toward beginning workers, it appeared that St. Petersburg not only had its youth, but with its youth a deep-rooted problem of the vocational preparation, guidance, and placement of the 600 to 800 youngsters entering the local labor market each year. It had the problem, too, of convincing many employers that young workers, placed properly in jobs which utilized their abilities and held their interests, could be good, steady, reliable workers.

Results of the surveys were discussed with school, and other youth-serving agency officials, and with civic and business leaders. Suggestions were solicited from every person contacted as to methods of meeting the problem of the occupational adjustment of St. Petersburg's young people.

It was decided that the two agencies most concerned with the occupational adjustment of young people were the secondary schools and the public employment office, and that they should take the initiative in the development of a program to provide adequate vocational preparation, realistic vocational guidance, and satisfactory placement of the young men and women in St. Petersburg.

Meetings of the high school counselors, principals, and diversified cooperative training coordinators, with the manager, counselors and industry service representative of the local Employment Service were held, and efforts made to define the extent of the problem, to understand the nature of the young worker, to identify the groups of youth and the extent of services which should be provided each group, and to draft a program of action which could be undertaken immediately.

The nature of the problem seemed to be that youth, as a group, was inexperienced in work, had slight knowledge of the fields of work, did not know how to seek employment, did not know what they, as individuals, had to offer an employer, had difficulty in adjusting to their first jobs, had transient occupational interests, and lacked definite work plans.

Industry Services Representative, John M. Cooper, of the St. Petersburg office, times a high school senior taking the manual dexterity part of the General Aptitude Test Battery.

As to extent, the problem appeared to be common to most of the youth group. While one out of every 14 workers in the local labor force was a worker in his teens, only a limited number of students were receiving any educational or personal counseling in the schools. From 600 to 800 young workers sought to enter the local labor market annually as beginning workers, and unemployment among the teen-aged group was the highest of any group including the over-65 group.

Young job seekers were classified by groups for purposes of determining their specific counseling and placement needs and for planning a program based on those needs. The groups include: College and junior college graduates, high school graduates, drop-outs from the junior and senior high schools, in-school or part-time workers, students enrolled in diversified cooperative training programs, and students seeking summer and other vacation employment.

Early in the school year of 1949-50 plans were made for a cooperative venture which had as its ultimate goal individual vocational counseling and satisfactory placement, not only of every student entering and leaving local high schools, but also the counseling and placement of those students dropping out of school before reaching the high school level.

First step in the plan was the administration of the GENERAL APTITUDE TEST BATTERY to nearly 500 seniors who had indicated in questionnaries that they did not plan to go to college or whose plans for attending college were very indefinite. At the time the battery was given, all students completed the Employment Service registration for work, giving on the registration a wealth of personal information which was later found to be most helpful to placement officers in selecting and referring the students to jobs. School counselors and teachers, junior college psychology students, and personnel officers for several major employers served as monitors when the GATB was given to large groups.

Students also completed a lengthy "attitude survey," suggested by a similar but more extenisve study conducted in Michigan by the Social Research Service, Michigan State College, and published in a booklet entitled "Youth and the World of Work." Results of the survey were most useful to the Employment Service and school counselors in assisting students to work out vocational plans, and in convincing many employers that the properly prepared and counseled youth was much more levelheaded than most employers believed possible. It was found that the students evaluated their services as beginning workers at just about the entry wage for those occupations in which they had interest and for which they had aptitudes. The study revealed, too, that exceptionally few students were hitching their wagons to unattainable vocational "stars."

To give students an opportunity of learning more about the fields of work in which they indicated interest, a day was set aside by the local high school as "Career Day," and each of 67 speakers, experts in as many fields of work, talked to two classes of interested students about occupations and businesses ranging from military service to professional football, and from nursing and homemaking to accountancy. Nearly 2,000 students heard these talks. The speakers, selected by a commitee comprised of school principals, counselors, diversified cooperative training coordinators, the heads of all civic clubs, and Employment Service officials found the experience of discussing fields of work with the students stimulating, and all indicated a willingness to participate again in the program planned for this year. All of the speakers, leaders in their respective fields, were presented certificates of appreciation by Dr. C. Taylor Whittier, principal of St. Petersburg High School, at a program held in the high school auditorium on the evening of "Career Day." This evening program was attended by students and their parents. Dr. Herbert D. Williams, director of Pinellas County Juvenile Welfare Board, and the Employment Service manager were the principal speakers at the evening meeting.

School counselors, trained by the Employment Service in the use and interpretation of GATB results, and using test results, school grades, and other information accumulated on each student, counseled each student toward a work plan, the first step of which was referral to the Employment Service.

The employment office designated Mrs. Helen Cary, herself a mother of two teen-agers, as youth placement officer. With assistance from all members of the staff, she began an extensive program of selling youthful applicants to local employers. Special efforts were made to place the young workers with employers who had, in their replies to survey questions, indicated dissatisfaction with youthful workers.

Speakers from the Employment Service appeared before employer groups and civic clubs to tell them of the joint counseling placement service and invited employers to participate in the community-wide project. Letters were written to more than 300 employers telling them of the availability of young counseled workers. Many employers placed orders for the recently graduated students and during the summer months of June, July, and August, ordinarily the labor market "doldrums," jobs were found for nearly two-thirds of the tested and counseled group.

Civic clubs and the junior college made scholarships available so that a number of students, none of whom had planned or had even hoped for a college education, were launched on college careers in September, almost directly as a result of the cooperative community counseling-placement program.

The relationship of the GATB to academic success was revealed by an examination of high school grades and scholastic achievements of the 12 high scoring students. First semester grades earned by the six who received scholarships show that all presently rank in the upper third of their class at the local junior college.

A recent telephone and mail check of more than 300 of the counseled June graduates who had taken the GATB failed to reveal a single unemployed youngster. Many had migrated to other sections of the country, some were in military service, some girls had married, some boys had become family heads. However, not one who was reached was a job hunter and nearly all reported job satisfaction, but most boys indicated some restlessness due to the possibility that work careers might soon be interrupted by call to military service.

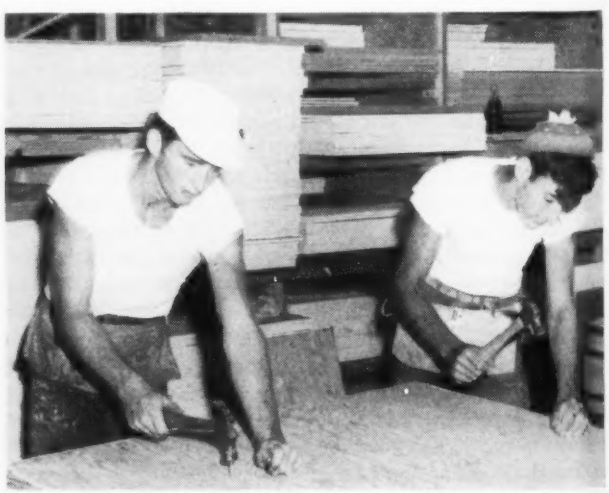
An early start has been made on a program for the placement of this June's graduates. Because much of the spade work has been done and more agencies are now interested and the high school has augmented its counseling staff, prospects for the placement of every graduate are bright.

Assistance in the high school diversified cooperative training program was given School Coordinators Dorothy Price and Ralph Williams in talks before the group of DCT students early in the school year, and by the administration of the GATB to students as an aid in the selection of fields of work. At present, every one of the 55 students enrolled in the course is working at one of more than 20 different kinds of jobs ranging from apprentice bank teller to stock clerks and an apprentice embalmer. Pleased employers report that regular full-time jobs will be waiting for nearly all the group when schooling is completed in June.

The program for the placement of school drop-outs has developed to the point that all students who feel they must drop out of school are interviewed by school counselors and where economic need necessitates the young man or woman going to work prior to the completion of school, efforts are made to find satisfactory employment for the youth before he is per-

(*Continued on page 23*)

Diversified Cooperative Training Coordinators counsel a young lady as a part of the school's work-while-you-learn program.



Diversified Cooperative Training Student begins career after graduation as an apprentice carpenter and cabinetmaker.

Role of Testing in Defense Mobilization

By C. E. ODELL, BEATRICE J. DVORAK *and* CHARLES MEIGH

Division of Counseling, Selective Placement and Testing
Bureau of Employment Security

When the Nation embarked on its war production program during World War II, the United States Employment Service had already developed various types of testing techniques for use in placement and counseling. These included measures of skill of the oral trade question type as well as typing and stenographic proficiency tests of the performance type and aptitude test batteries for specific occupations. Emphasis during the war period was placed on the development of batteries for additional occupations that were important in the war effort. Research was also begun during this period on the development of two new types of techniques. One was a technique for the determination of occupational interests and the other was a general aptitude test battery to measure the most important human abilities involved in the performance of a wide range of occupations and which could be scored for use in counseling toward a large number of broad occupational groups.

Hence, the Employment Service has available during the present period of defense mobilization a more adequate variety of testing techniques for use in the counseling, classification and placement of workers. Moreover, testing facilities are now available in a large number of additional Employment Service offices throughout the country so that the use of tests in defense mobilization is possible on a much wider scale. Thus the Employment Service is far better equipped to appraise the capacities of workers through the use of tests and thereby to insure better use of these capacities in appropriate jobs than it was at the beginning of World War II.

Nature of the Manpower Problem

Tests will also be more useful because of the very nature of our manpower problem. We are told that defense preparedness must continue to the level contemplated for 1951–52 for some time to come, perhaps a generation. We are also told that our numerical deficiencies in manpower must be overcome by greater productivity for each worker. Such increased productivity will require, as the President stated in his Manpower Policy of January 17, 1951, "the maximum development and use of our human resources." The achievement of this goal demands a planned program involving the efficient use of all persons in the performance of duties which they can do with a minimum of effort, a maximum of proficiency, and more than a modicum of job satisfaction. Not only should we be concerned with placing workers in jobs which they will be reasonably well able to perform, but everyone must perform in some job contributing to the defense effort. This, then, will necessitate the utilization of many thousands of individuals not at present actively working. Older as well as younger people will be added to the labor force. Inexperienced and untrained women, as well as trained and skilled older men and women, will be called upon to assist in turning the wheels of industry. Work will also be found for many handicapped workers, as well as for others who for various reasons have not been actively seeking work.

The question then arises as to how to accomplish the goals of "maximum development and use of our human resources." Obviously this cannot be achieved through the application of only one device, method, or program. However, one of the first and very important steps is to get basic consideration given to the fact that a large part of our manpower reserves is inexperienced and untrained. The next step is to develop a system which will assist in appraising as objectively as possible the potentialities of these inexperienced and untrained individuals. As the Military discovered in World Wars I and II, this can best be done through the proper application and interpretation of aptitude tests as a basis for classification so that they can be more efficiently assigned to training—either in schools or on the job. For those who reenter the labor market with past experience and training, proficiency tests, including oral trade questions, can be used to help determine skills and knowledge of individuals who have not recently worked in the occupations under consideration and who may therefore require additional or refresher training.

New Utilization of Tests

As has already been pointed out, in a period of defense mobilization the maximum development and utilization of each worker's abilities is imperative. In order to achieve this the Employment Service must strive to define each applicant's highest combination of skills and abilities and offer each applicant the best possible job opportunity in line with his skills, abilities, and interests. This means that the use of tests must be increased as a means of determining the skills and capacities of applicants for various types of work, and applicants must be tested for a wide range of occupational possibilities. Military experience showed that in the personnel process the stage where the most effective use can be made of tests to accomplish these objectives is at the time of occupational classification. This permits of a posi-

tive approach determining with the applicant the most suitable types of occupational opportunities for him based on his abilities, skills, and interests.

Our most effective testing instrument for use as a basic aid in classification and subsequent allocation to trainee jobs is the GENERAL APTITUDE TEST BATTERY. This should be administered in its entirety to applicants who lack immediately usable training and experience as a basis for determining aptitudes and abilities and relating them to interests and available opportunities. After the GENERAL APTITUDE TEST BATTERY has been administered, the applicant should be permitted to discuss with a counselor, or interviewer trained in counseling techniques and the use of the GENERAL APTITUDE TEST BATTERY, the meaning of his test scores along with other information so that the classifications given the applicant are consistent with his abilities, interest, and vocational plans. Thus the GATB provides a valuable aid in the classification, preselection, and subsequent allocation of workers for defense-connected industries.

This increased use of the GENERAL APTITUDE TEST BATTERY will undoubtedly point up the gaps in the occupational coverage of existing norms for the battery. The norms that have been provided in the "Guide to the Use of the GENERAL APTITUDE TEST BATTERY" should be supplemented by the use of the new norms that have been developed for GENERAL APTITUDE TEST BATTERY tests and which are contained in the Guides to batteries for specific occupations. "These are designated as B and XB batteries and the norms available on both of these series should be utilized when the GENERAL APTITUDE TEST BATTERY is used in the classification process." In some instances, however, the occupational opportunities occasioned by defense mobilization will be in jobs which are now covered only by norms for batteries that are composed of non-GENERAL APTITUDE TEST BATTERY tests (the C series of tests). In these unusual situations the administration of the GENERAL APTITUDE TEST BATTERY will need to be supplemented by the administration of additional tests.

Need for Additional Research

Even with the supplementary testing referred to above, it is anticipated that there will be striking inadequacies in the coverage of norms in occupational areas that are of vital significance in the defense effort. In order to meet these needs, continuing attention must be given to additional research studies for the development of new occupational norms. With the expansion of defense plants, ever-increasing opportunities present themselves for the conduct of such studies. Since many plants are not opening for the first time but are merely expanding or converting their working force, it will be possible, in many instances, to obtain a sufficiently large sample of employed workers to permit a study in the occupations on which additional workers will be needed. It is recognized that there will not always be an opportunity to conduct studies on employed samples, either because the samples are not large enough or because the problem is one of staffing a new plant. In such cases, some other experimental design will need to be considered, such as the "longitudinal" design. The opportunity for longitudinal studies will be particularly favorable in situations afforded by expanding defense industries since extensive recruiting will be done for a wide variety of occupations involving large numbers of workers for a single plant.

Even though all testing will be carried on as a means to better classification rather than at the point of selection of applicants from within an occupational classification, some local situations will not require the administration of the GENERAL APTITUDE TEST BATTERY in all instances where there is a testing need. For example, job opportunities in defense production may be so restricted that it would be more efficient to administer one or more of the specific batteries rather than using the GENERAL APTITUDE TEST BATTERY. In no instance, however, should a group of tests forming an "Occupational Aptitude Pattern" be culled out of the GENERAL APTITUDE TEST BATTERY. Whenever these "Occupational Aptitude Patterns" are to be used for the classification or assignment of trainees, the entire GENERAL APTITUDE TEST BATTERY must be administered for the purpose of determining the applicant's relative suitability for the widest possible range of jobs so that he and those assigning him may have every opportunity to use his highest combination of abilities.

Local Action Necessary

Since State employment services all have access to extensive testing resources, it is proposed that those responsible for local office operation take the following specific steps to make sure that tests are being used to the maximum possible extent in each office:

1. Inventory those occupations in defense industries in which an increased demand is anticipated in the local area.
2. Determine the needs for trainees in these occupations either to be hired and trained on the job, or to be trained in schools run by employers or in cooperation with training agencies.
3. Evaluate the facilities available in the local office for meeting the anticipated needs with an adequate testing service, including both trade and aptitude tests.
4. Equip the office to provide the testing services that will be needed.
5. Determine the occupations on which test norms are not now available and initiate action with the cooperation of the State and national office and with employers to conduct research studies in these occupations.

Obviously, there are many other *corrective* measures by which the President's goal of "maximum development and use of our human resources" can be achieved. Employment Service aptitude and proficiency tests are, however, specifically designed and developed to get at the *preventive* aspects of the problem. To the extent that people are properly classified, assigned,

and trained at the point of entrance into the labor market, experience demonstrates that subsequent difficulties are minimized. Costly losses of training and production time resulting from poor initial selection and poor motivation on the part of the worker can be materially reduced, and many other problems in adjustment of the worker on the job can be prevented before they actually arise. This is not merely a theory. There is adequate testimony from local offices and from employers indicating that applicants classified and assigned to trainee jobs with the use of test results are more rapid learners, more adaptable and less subject to such chronic sources of production inefficiency as turn-over, absenteeism, and general job dissatisfaction.

Here is some specific testimony:

Learners selected by tests reached production rates expected of experienced workers at end of the first 650 hours of training; those without testing took over 1,000 hours to reach that rate.

• • •

Before test selection, 50 percent of the beginners hired at the gate were successfully trained. After using test-selected workers referred by the United States Employment Service, the selection was 90 percent successful.

• • •

We are highly satisfied with the results of the test selections. Only 1 person of the 32 referred has been unable to perform on the job of surface grinder operator II. Previously it has been necessary to hire 25 to secure 15 satisfactory workers.

• • •

Prior to the use of tests, 45 percent of the trainees completed machine shop, inspecting and assembling training courses satisfactorily. After tests were introduced, the proportion of successful trainees rose to 95 percent.

• • •

One hundred percent of the workers referred to us on the basis of test selection, proved to be average or above average in production. We found none below average.

Cooperative Youth Placement Program *(Continued from page 20)*

mitted to leave school. After counseling, many students who had planned to drop out of school continue with their education and drop-outs consequently are lessened materially.

The high schools and junior high schools refer drop-outs to the Employment Service for job counseling and frequently the Juvenile Welfare Board and Children's Service Bureau representatives bring boys and girls for testing, counseling, and placement. The job of placing "problem" youth referred by schools or other youth-serving agencies has found the employment office successful in placing every boy or girl referred during the past 2 years.

Since nearly half of the young job applicants have not finished the ninth grade, the Employment Service is extending its services to the junior high schools and is participating in a 3-year counseling demonstration project presently being carried out in one junior high school and its two feeder schools under the direction of Dr. Thelma Voorhis. She calls on the Employment Service for help in counseling and placement of those students who must leave school for work. To impress upon junior high school students the importance of an education, Employment Service officials have talked to the ninth grade assembly about jobs and preparation for jobs. A part of the assembly was devoted to questions and answers and the entire program was carried to the classrooms of seventh and eighth graders by a public-address system.

The schools and Employment Service, in evaluating the first year's operation of the cooperative youth placement program, decided that much employer resistance to the employment of inexperienced youth could be overcome if all youngsters, while attending school, could have some work experience during the week ends, summer vacations, or part time during school terms. Pupils of the high schools, 16 years of age and older, were queried about part-time and vacation work and more than 700 expressed interest and, in some cases, a dire need for part-time, weekend, and holiday employment. Applications were completed by these 700 students on the standard application card with the students supplying a great deal of personal data concerning themselves, and their job likes and dislikes.

Schools refer all requests from employers to the Employment Service which makes selections on the basis of information on application cards, and refers the names of job candidates to the school's director of guidance, who makes final selection on the basis of school work, class schedules and work attitudes. While the Employment Service does not feel that its prime responsibility is to the in-school youth, the program is serving many useful purposes in acquainting employers with the Service, and the youth with the world of work and with the Employment Service, so that he will be no stranger to the agency and its placement program when he graduates and enters the labor market as a full-time worker.

In short, the youth counseling-placement program, spearheaded in St. Petersburg by the Florida State Employment Service, is reaching youth from the college graduate to the delinquent who refuses to go to school and frequently finds himself in trouble.

With more and more agencies interested and participating in the program, the goal of making occupational adjustment a reality for all young people will be approached as help is given all young men and women to match their aptitudes, abilities, and interests with the requirements and demands of jobs.

With occupational adjustment a reality and the young workers of St. Petersburg developing a capacity to take a more and more active part in the economic, social, political, and religious life of their city, leaders in the youth placement program feel it won't be many years before the "old folks home" city will be regarded, too, as a "young folks paradise."

High School and Employment Service office cooperate in helping high school students make important decisions about their life work. Shown discussing the program at the Fayetteville school are (left to right) V. R. White, high school principal; Mrs. Anne T. Freeman, employment counseling supervisor for the eastern part of the State; and S. T. Cherry, manager of the Fayetteville office, which is responsible for the counseling program in four counties.

Important Labor Market Commodity . . .

Student Futures

By **HARRIET DOAR**

Raleigh, N. C.

SOME high school seniors have their whole lives neatly wrapped up in a package and tied with a bow.

Like the girl in an eastern Carolina high school who told Anne T. Freeman, one of the two counseling supervisors for the Employment Service, how she'd mapped out her future.

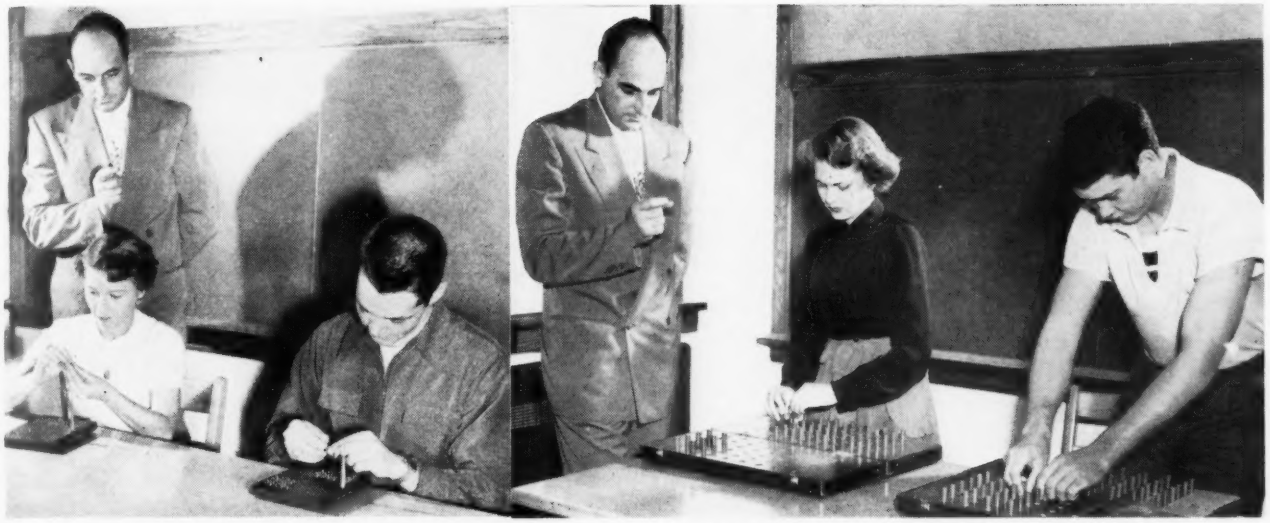
"I'm going to college and major in home economics and a year or two after I graduate I'm going to get married," she said in one breath.

Some other cap-and-gown hopefuls aren't so sure. For most of them, life is a big question mark, made up of smaller question marks.

Should I go to college? What college? Is it worth while to borrow money for an education? What about business college? Technical school? Or should I get a job? What sort? How do I go about it?

To help seniors find the answers (and to help employers, too, who are just as interested in seeing their jobs well filled as the graduates are in filling them), the State Employment Service and the high schools are cooperating in a program of job counseling.

This is the work that Mrs. Freeman does in the Employment Service. Her headquarters are in Raleigh, but she spends a good part of her time driving through the eastern part of the State getting the pro-



Nimble fingers get a workout in apparatus tests given as part of the General Aptitude Test Battery by trained interviewers of the Employment Service. At left, Joan Duffy, a senior, and G. R. Biggs take one of the tests on the finger dexterity boards, and at right, Celia Johnson, a sophomore, and Paul McArthur, Jr., a senior and end on this year's football team, try their hands at the peg board in a test for manual dexterity. They are being clocked by W. T. Foster, supervising interviewer from the Fayetteville Employment Service office. Usually these tests are given to a larger number of students at the same time, saving time for the one or many interviews that will follow. Fitting pegs in their proper places can show aptitudes that may save these people from a job misfit—costly to the individual, to industry, and to the community.

grams in motion: Training interviewers, talking with guidance teachers and principals, counseling with boys and girls.

"There is no magic formula for fitting the right person into exactly the right job, like a human jigsaw puzzle," Mrs. Freeman says. "But there are ways to give a person the information he needs about himself and about his chances, so that he can start out in the right direction. All our tools, tests, and techniques are designed to help him make up his own mind."

Counseling, started in public employment services when the GI bill of rights made it mandatory for veterans, is not limited to high schools, but a large part of it is centered there now. The Employment Service, through its 64 local offices, provides a program of talks, tests, and personal interviews for seniors in as many high schools as it can handle. The school's part may vary from hit-or-miss personal advice from teachers to a pretty complete guidance system.

Fayetteville Program

Let's take Fayetteville as an example. It's a good one. Fayetteville High School's principal, V. R. White, and Mrs. Guy Jones, who is in charge of guidance, have worked out an active program designed to give juniors and seniors a speaking acquaintance with a variety of futures.

First, the school conducts a survey to see what the girls and boys are interested in. Catalogs of the various colleges are on hand so that the students can find out the costs and requirements, along with information on scholarships.

In the fall, there's a "College Day," when representatives of various colleges come to talk to the students in large and small groups. Representatives come from most of the colleges close enough to draw a large group of students, and they often come from places as far away as West Point, Annapolis, the University of Miami.

In the spring—around the middle of March—there's a second program, "Career Day." People in the community who make their living in different ways—a doctor, a lawyer, a nurse, a dairy farmer, for instance—turn their jobs inside out for the students. They tell them how much training and preparation are involved; what the needs and opportunities are; and what the rewards and satisfactions should be.

Complementing these factual programs, the Fayetteville Employment Service works to give the seniors a better knowledge of themselves and of the fields of work open to them.

First, a representative of the ES talks to individual students, discussing their plans and problems, weeding out those whose futures seem reasonably assured. Then a number of the students—probably from half to three-quarters of the graduating class—are given the battery of tests that indicate intelligence and abilities. And then, after the testing, comes the important part—the interpretation, the counseling.

Tests Are Tools

"Aptitude testing has caught attention and threatens to become the tail that wags the dog in the counseling program," Anne says. "Tests aren't mechanical brains; they are tools. But used with proper perspective, they are invaluable."

Just what do the tests accomplish?

Take a specific instance, out of Anne's mental files. She was talking with a senior boy in one of the high schools of the State, when the program first started,

Pencil-and-Paper Tests are an important part of the counseling program of the Employment Service. G. R. Biggs, Fayetteville High School senior and athlete, tackles an intelligence test.

Aptitude Tests indicate ability along various lines. Above, a peg board test will show whether these hands have manual dexterity, required in many jobs throughout the State.

and he told her that he planned "to go to State College and be an engineer"

What kind of an engineer? Well, he didn't know. Why did he want to be an engineer?

He just thought he'd like to be one, and, besides, his best friend was going to State and he was going to be an engineer, and they were going to room together. His daddy thought it was a good idea, too, and, well, he'd just like to be an engineer.

When Jim, let's say, took the test battery, certain definite indications showed up. He didn't seem to have even the minimum aptitudes for any brand of engineering—electrical, mechanical, structural, or what have you.

But with the tests and with further talks, other information turned up. Jim was crazy about photography, spent all his spare time at it. He had never thought about photograhpy as a field of work, but the tests backed up his interest. It took a while for Jim to work things out in his mind, but with information about the two fields of work and about his own abilities, he made his choice, went to a technical school instead of college, and started a business of his own. Today he is a successful small businessman instead of an engineering failure.

Practical Decisions

Mrs. Freeman is quick to point out that not all cases work into such definite solutions. Perhaps a boy has several interests, with ability in each line, and perhaps his decision is complicated by family pressure. But the method is the same: Get the information and make a decision based on facts instead of on wishful thinking.

These facts must include more than personal information about the individual. Most of us can't create an "ideal job" but must fit somewhere into jobs as they are. And sometimes the choices are numerous and hard to make.

Test Gives Jimmy Confidence

There's Jimmy B. Jimmy's father has a business of his own, a refrigeration business. Jimmy could move right into the business when he finishes high school, but his uncle, who works there, too, has told him that he "couldn't ever make a living with his hands"—because he's too clumsy.

His father has ideas about expanding the business, and if Jimmy goes to college and studies refrigeration and heating engineering, he might build the business from a small one into a large one. But he will need to work or perhaps borrow money to get through.

Jimmy himself has always had an interest in law, but he likes his father's business, established and ready for him to take over.

Now what?

When Jimmy took the test battery, nothing was eliminated. He scored high (in spite of his well-meaning but impatient uncle) on manual and finger dexterity. But he also showed ability and intelligence along the lines of both law and engineering. Jimmy made the top bracket all the way 'round. He's a smart boy.

The interviewer, in this case, spends quite a bit of time with Jimmy. He gives him ideas on books and magazines to read, on colleges and scholarships. He tells him what he knows about prospects in the two fields. He makes appointments for him to talk to successful men in those fields.

Jimmy hasn't made up his mind yet. He's learning and thinking, in terms of himself and of jobs. When he makes his choice, he'll know why.

And in the meantime, the test results have built up his confidence, which had taken a beating from well-meant family criticism.

No Black Magic

What are these tests and why do they work?

Anne reiterates that there's no black magic involved. The Employment Service uses the same set everywhere—a set called the GENERAL APTITUDE TEST BATTERY. This battery is sometimes supplemented by more specific tests, in areas where certain skills are needed (in hosiery work, for instance). But as a general thing, the basic set is enough.

It consists of 15 tests—11 with pencil and paper, and 4 apparatus tests. They measure an individual in terms of 10 different aptitudes that are valuable in forecasting job performance in thousands of jobs that are found in 20 broad occupation fields.

The tests didn't just grow, like Topsy. They are as simple as possible, but there was nothing casual about their development. Technicians in the United States Employment Service studied commercial tests and eventually selected the 15 in the battery as the ones that give the most complete information in the most practical way. They didn't stop there, though; they tested the tests by giving them to successfully employed workers all over the country and setting up basic standards for each of the jobs tested.

Talent Yardstick

The tests indicate intelligence, manual dexterity, finger dexterity, form perception, clerical perception, eye-hand coordination, motor speed, and verbal, numerical, and spatial aptitudes.

Abilities and talents are important, but interests are important, too. In addition to the test battery, there's an interest checklist. Students check what appeals to them from the 150 or so items listed, like "Singing various types of songs . . . Drawing up legal documents, such as contracts, partnerships, deeds, and wills . . . Mixing dough for baking . . . Working with fractions and decimals . . ." By the time the student has gone through the list, he probably has some new ideas himself, and he has given the interviewer a basis for interested questions.

Rounding out the picture are preferences in studies, hobbies, pastimes; school records that often extend over years and give comments from a variety of viewpoints; the personality and attitude of the student; and often, circumstances.

Human Element

It's the interpretation of the tests and the information that counts most, however. "There's no substitute yet for the human element in counseling," Mrs. Freeman says. "That's what makes it so fascinating. There are no answers in the back of the book. The interviewer must know what to do with the information he gets, and how it fits into the job picture.

"The whole idea of counseling is expressed in that song title—'Doin' What Comes Naturally.'

"The world is full of people who are miserable in what they're doing, because it isn't what comes naturally. A psychiatrist once told me that the sanitariums are full of them, too.

"Bill looks at the doctor driving by in his big car, and he decides right then that he wants to be a doctor. He doesn't have any idea of what it takes to be a doctor. He just thinks it would be nice. His family thinks it's a good idea—a doctor is respected in the community, he makes money. So Bill spends thousands of his daddy's dollars and years of his own time before he flunks out of med school or barely squeezes through to become a mediocre doctor. By the time it dawns on him that his talents were in a different line, he has a wife and three children. He's stuck for life."

Lack of knowledge isn't the only reason that people get into the wrong jobs, Mrs. Freeman says. "Family attitudes make a big difference to children," she points out. The professional and the white-collar worker may think an industrial job is beneath their child. On the other hand, the blue-collar worker may feel that his son's a sissy if he wants to go into a profession. We're inclined to limit our thinking to our own small circle of life.

Too Much "Success"

"The prestige drive is a factor. The striving for 'success,' false standards of achievement, parental ambitions, are added to family and class prejudice. Cutting through the layers of pressure and influence which accumulate over our real interests is one of the big aims of the counselor."

If choices are limited by such irrelevant factors for boys, they are doubly limited for girls, Mrs. Freeman thinks. "Tradition has held women to fewer kinds of employment," she points out, "without any regard for ability.

"Most girls, of course, are interested in marriage, but women work after marriage now, and they often return after a few years at home. They're learning to plan for both marriage and a career. Most girls think in terms of a very few occupations—teaching, nursing, office work, with an occasional break-through into the professions. While women need to widen their horizons, employers can help by clearing away some of the undergrowth of prejudice."

Helping these boys and girls see the whole picture and plan accordingly—doin' what comes naturally and learning how that fits in with reality—pushes up the stock of student futures, that important commodity on the labor market.

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Vocational Guidance and Placement

Findings of the Work Group on Vocational Guidance and Placement, Mid-Century White House Conference on Children and Youth, Washington, D. C. December 3–7, 1950

A DEMOCRATIC society has the responsibility of safeguarding the right of each individual to make his own decision with respect to his occupational choice. In recognition of individual differences and the complexity of our modern economy, society also has the responsibility for providing youth with the necessary services and information which will enable youth to make the soundest possible decisions. And society has the responsibility of producing the proper social and economic conditions that will foster sound work adjustment and prevent maladjustment. By contributing to a more satisfying life to youth in these ways, society makes it possible for youth to assume responsibility for their contribution to society.

Vocational guidance and job placement services contribute significantly to the development of healthy personality. Professional help in achieving satisfying work adjustment is a factor in the prevention of maladjustment and can be a contributing factor in modifying the correction of personality deviation. In turn, youth's ability to plan constructively and to utilize effectively vocational services is related directly to the degree of personality development achieved from birth onward.

Adequate guidance services are not available to most of the youth in our country. Some of those available tend to be inadequate and are largely uncoordinated. Almost universally, youth seeks mature understanding and trained professional persons with whom they can discuss fully their vocational, educational, social, and personal problems. Few of our communities have provided sufficiently adequate resources to help our youth along the crucial path from school to work.

In the present world situation, vocational guidance can play a wider role in the utilization of manpower for production needs and for military service. Vocational guidance and placement specialists can help employers see how to make the most effective use of *all* human resources, including the handicapped and members of minority groups, in the civilian production program. For the young man of draft age, facing the prospect of interruption in his plans for a civilian career, long-range planning, relating training for military service to civilian vocations, will aid youth to deal more constructively with the future in the face of the present crisis. The counselor can help him to prepare to avail himself of the opportunities for guidance and training within the military services, and help the military services, within the limits of the primary purpose of preparing a fighting force, to provide opportunities for further vocational development.—HELEN SMITH, ELI COHAN, *Co-leaders;* MARY CORRE, *Recorder. December 1950.*

Recommendations of Work Group on Vocational Guidance and Placement

1. That a more comprehensive vocational guidance and placement service be provided for both in-school and out-of-school youth, so that *all* youth—city and rural, physically handicapped, minority group members, exceptional, and other groups—in *all* communities may have such services available.[1]

2. That vocational guidance services be provided by carefully selected mature, sympathetic, and specially trained individuals.[1]

3. That, in the case of schools where no guidance program has as yet been developed, selected members of the faculty, having as nearly as possible the personal and other qualifications of an effective counselor, be made available for consultation by any student desiring to discuss his vocational and related problems; that these individuals be encouraged to seek further training in guidance.

4. That schools provide for the individual differences in pupils by broadening, revising, and adjusting the secondary school curriculum to meet young people's various needs, and so make possible a more effective vocational guidance program.

[1] *Indicates recommendations submitted by representatives from work group 12 who met with Steering Committee of section II as the most important to be included among the final recommendations of section II to be presented on the floor of the conference.*

5. That youth participate in the planning of guidance services in order that those services may more nearly meet the actual vocational guidance needs of youth.

6. That basic principles and practices of guidance and personnel work be recognized as having a major contribution to make in the development, allocation, and utilization of manpower in the defense economy, as it relates to the selective service system, and that the armed forces and civilian manpower agencies be urged to take into account the importance of: [1]

(*a*) Self-knowledge and freedom of vocational choice within practical limits, in personnel assignment.

(*b*) Opportunity, within the limits of the situation, for continuity of vocational planning and development of the individual in line with his plan from civilian to military or defense employment and back to civilian life.

(*c*) Provisions for the use of all appropriate information gathered about the individual by guidance workers and other agencies organized in a systematic way by competent personnel for transmission to the appropriate agencies.

(*d*) Supplying information and interpretation to the public and particularly to schools, colleges, and other agencies which are providing guidance and preparatory services—this information to include data on defense manpower policies, requirements and opportunities, personnel systems and practices.

(*e*) Continuity of guidance and personnel services within the military service, in civilian manpower agencies, and in industry.

(*f*) Provisions for a continuing supply of guidance and personnel workers in nonmilitary agencies and for an adequate supply of persons in training for guidance and personnel work.

7. That psychological tests can be a useful tool and resource in the study of the individual when competently administered and carefully interpreted; however, they should not be used as a substitute for good counseling but considered as a part of the total counseling process. Additional research should be done on aptitude and personality tests to help establish the relationships between tests and job (or job families).

8. That vocational guidance counselors should utilize as sources of pertinent information concerning the individual's vocational problems, parents, the school, the church and other community organizations, and resources.

9. That educational accrediting agencies should consider the adequacy of the vocational guidance program in a secondary school as an important factor in accrediting such a school.

10. That ways be found to provide more adequate scholarships and other financial aids to youth; and that more consideration be given to effective methods of acquainting students with information concerning such resources.

See footnote 1 on p. 28.

11. That the understanding of vocational counseling and the use of available resources should be increased by introducing into courses for persons [2] preparing for professional work with youth, orientation to vocational guidance which will acquaint them with the nature and significance of young people's work problems and with the resources in the community for meeting these problems.

12. That graduate schools and teacher-training institutions develop more adequate methods for selecting and training guidance personnel, both special guidance workers and teachers, including practical field work and interne experience, and that special short term or workshop programs in vocational guidance be developed to help prepare school administrators for the leadership they must assume in the organization and administration of effective guidance programs in their schools. That training to understand the dynamics of behavior be an important part of this preparation.

13. That schools and other agencies provide continuing in-service training in guidance for those who are carrying on counseling especially for those without adequate training for this work.

14. That continuing surveys be made to provide information about entry jobs, employment opportunities, and trends affecting youth, in local communities as well as on the national level.

15. That reliable information about occupations, suited for reading by young people of different levels of reading capacity, should be made available and more accessible.

16. That employers and labor be encouraged to provide well-supervised apprenticeships and other on-the-job training for an increasing number of young workers *without discrimination in regard to race or creed.*

17. That employers and labor organizations be encouraged to cooperate with the schools in meeting the vocational guidance needs of the young people in their community as well as those in their organizations.

18. That parents, citizens, employers, labor and other community groups should work together with schools and employment services to build and support vocational guidance services adequate to meet the needs of youth, and to provide the machinery for a coordinated community program. Recognizing that schools and public employment services constitute the largest and most widely available sources of vocational guidance and placement services, every effort should be made at all levels to insure closer working relationships and mutual assistance between these two public agencies in extending and improving vocational guidance services to youth. That provision should be made for:

(*a*) Clearly established responsibility in both agencies, and liaison for maintaining, formulating and improving guidance and placement services for youth.

[2] *To include religious workers, social workers, teachers, youth group leaders, law enforcement officers, and other workers with youth.*

(*b*) Qualified staffs to enable the schools and public employment service to provide adequate counseling and placement for young people.

(*c*) Exchange of information on resources and basic principles of vocational counseling to insure: (1) that young people and the community be helped to acquire a concept of the dignity and responsibility of all types of work; (2) that more practical assistance and information be made available to young people on sources and techniques of seeking and applying for jobs; (3) that young people be helped to see the values in entry jobs as steps in their later vocational adjustment; (4) that young people be given an opportunity to evaluate the relative merits of continuing in school versus early employment; and (5) that follow-up services of the vocational counselor be available to the person after placement, as needed to adjust on the job.

19. That the public be informed of the value to young people of vocational guidance and placement services and of the existing needs and practices in their communities.

20. That communities should promote: [1]

(*a*) Full employment.

See footnote 1 on p. 28.

(*b*) Organized and supervised channels for jobs under good conditions for young people entering employment, and

(*c*) Suitable opportunities for high school youth to acquire exploratory work experience in vacation and part-time jobs under safeguarded conditions.

21. That schools, community agencies and employment agencies, in their services and through their personnel, should strive to break down patterns of discrimination in current practices relating to members of minority and other special groups; and that vocational counselors and placement workers have a special role in serving both counselees and employers in this regard.

22. That research be stimulated to help evaluate and improve vocational guidance and placement techniques; to lead to better understanding of the motivations of workers and the requirements of various occupations, including requirements in terms of personal traits; and to point to needed developments in vocational guidance and placement.[1]

23. That more adequate funds be provided at national, state, and local levels to make possible adequate vocational guidance and placement services to meet the needs of all youth.[1]

Recommendations Voted by the Entire Conference Relating to Vocational Guidance and Placement

Below are listed recommendations which may be considered as in any way relating to vocational guidance and placement which were passed at the plenary session.

That guidance and counseling services in schools, employment offices, and youth-servicing agencies be strengthened and extended, and that such services take into account emotional factors involved in vocational adjustment and aptitudes for specific jobs.

That children of migrant and seasonal workers be given all the protections and services available to other children, with special regard to transportation, housing, sanitation, health and educational services, social benefits, and protection under labor laws.

That in educational programs attention be given to factors involved in the development of spiritual values by giving vocational guidance which emphasizes the service motive primarily rather than the profit motive.

That labor, industry, education, and other community agencies and the military services improve and expand their personnel, evaluation, placement, guidance, and counseling activities to serve the interests of the young people and to promote the overall development and efficient utilization of our total human resources.

That States and other appropriate public bodies establish more effective vocational guidance and placement services and enforce standards covering employment of youth in all occupations, such standards to include minimum age and wages, as well as hours of work, night work, protection from hazardous occupations and provisions for workmen's compensation; and that, under these conditions, employers be urged to provide appropriate work experience for youth on a part-time basis.

That all professions dealing with children have, as an integral part of their preparation, a core of common experiences on fundamental concepts of human behavior including the need to consider the total person as well as any specific disorder; the interrelationship of physical, mental, social, cultural, and economic forces; the importance of interpersonal relationships; and the role of self-understanding; and emphasis on the positive recognition and production of healthy personalities and the treatment of variations; and that lay people be oriented through formal or informal education to an understanding of the importance of the foregoing concepts.

That an inquiring attitude be maintained toward all services, with appropriate provision at all levels for continuous scientific study of needs, objectives, alternative methods, and effectiveness of programs.

Live Longer and Like It?

By LOUIS H. RAVIN

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WARNING!!—What follows is propaganda! However, it is honest propaganda, based on fact, and serving no selfish ends. This is frankly an appeal to put older persons to work, instead of putting them out to pasture.

Older People Must Work.—They need the work and the work needs them. To meet production goals, the labor force must expand substantially. Participation of men in the labor force is at a peak of 96.5 percent in the age span from 35 to 44. From 45 on the rate of participation drops, to 45 percent among those age 65 and over. Among women the peak of participation is about 45 percent at the ages 18 through 24, dropping off because of child-rearing and other heavy family demands, to 33.5 percent at ages 25 to 34. At 35, industry today begins to consider women old: yet it is at this time that a significant number find their family responsibilities light enough to begin reentering work. It is obivous that much of the potential labor supply is among older people, especially women now unemployed or withdrawn from the labor force.

We would be extremely shortsighted to see this problem in emergency terms only. It is to be, rather, a long-time emergency at best. Taking the longer view, it is evident that persons in the later years make up an increasing proportion of our population. We are now enjoying the benefits of medical discoveries which will accelerate this trend. Just as evident is a widespread employer reluctance to hire persons in their middle years. These conditions inevitably result in pressures for retirement at lower ages and higher pensions, and thus unfairly burden the young. On the West Coast, this has become a major political issue. Neither he who gives nor he who receives is happy in this relationship of dependency.

We have an unprecedented opportunity now to overcome the obstacles to employment of older workers, and to amass undeniable proofs that they are desirable workers. We must get into the record of the coming year the story of accomplishments of older persons so that never again will they see in the eyes of employers little signs reading "Older Workers Not Wanted."

It Takes Some Doing.—Studies of the problems of older workers conducted from February to July 1950 by State employment services in five States produced considerable data on the counseling and placement of these workers. The local offices which participated were: New York City; Columbus, Ohio; Lancaster, Pa.; Houston, Tex.; and Los Angeles, Calif. They represented small, medium-sized, and large communities with labor market conditions ranging from relatively high unemployment to virtually full employment. The study covered a cross section of the labor market, including all occupational and industrial groups.

One contribution of the study was to upset the common assumption that high employment, with the attendant competition for workers, offers a complete solution. The data in all localities, demonstrated with remarkable consistency that older workers are at a heavy disadvantage in competition with younger workers. The following table from Lancaster is typical:

Table I.—Comparison of Proportion of Placements of Workers Over 45 Years of Age in Each Occupational Group With Proportion These Applicants Represent in Active File for Typical Month in 1950

Major occupational groups	Percentage of April active file over 45	Percentage of placements						
		First month	Second month	Third month	Fourth month	Fifth month	Sixth month	Total, 6-month period
Professional and managerial	32	0	0	20	0	0	0	7
Clerical and sales	24	6	2	8	9	10	5	7
Service	62	18	10	9	17	17	36	18
Skilled	46	0	23	16	26	0	45	19
Semiskilled	40	0	0	0	9	5	19	7
Unskilled and other	38	8	4	4	26	27	11	6
Percent of total	41	8	6	6	20	16	10	7

The data show that the odds against the placement of those over 45 were on the average 6 to 1. In the clerical and sales they were 4½ to 1, and even in the skilled trades they were more than 2 to 1.

The same pattern was evident in Houston which had been a tight labor market for some time, and in Columbus which became stringent during the period of the study. In Houston, the odds were 11 to 1 against the older workers in clerical and sales occupations, but almost even for the unskilled.

Applications Barred at 45

What factors account for the difficulty in placement? Lancaster examined 511 employer orders and found that 59 percent had maximum age restrictions. Of these restrictive orders, two-thirds placed the limit at 35 and practically all had a ceiling at 45. Ohio's analysis of 1,627 orders showed that for women 78.9 percent, and for men 66.5 percent of the orders were restrictive. In Houston, 52 percent of all orders were restrictive. These orders held by the local office reflect typical hiring practices and attitudes: Ohio's survey of employer attitudes showed that only 30 out of the 142 firms, or 21 percent, stated that they imposed no age limitations; a survey of 3,116 actual hires from all sources of recruitment in the same firms showed only 10 percent of those hired were in the age group 45 to 64.

The most frequent reasons given for not hiring older people are: (1) Decrease in physical stamina and agility, (2) slowing down of learning ability, (3) higher pension and insurance costs. The first two have never been demonstrated to be true to an extent that would affect performance on most jobs. Certainly, the rate of decrease is very slow, and individual differences result in considerable overlap so that many men at 50 are at the physical and mental levels of many men of 35. With respect to pension and insurance costs, the man of 45 has 20 years of work expectancy and the man of 65, about 7 years. Even in the small proportion of plants which have private pension plans, the number of older workers would have no noticeable effect on insurance rates.

Employer Attitudes Inconsistent

But then the objection may be raised that employers know what they are about, and if their belief and practice is that older workers are less desirable, then these reasons must be real and practical reasons. This might be a convincing argument if employer attitudes were not so inconsistent.

In Lancaster, the construction industry preferred workers under 35; in Houston, the same industry hired any worker capable of performing the job regardless of age. In Lancaster there were few restrictions in the food processing, tobacco and service industries; in Houston, 82 percent of all orders in food processing and 63 percent in service occupations bore age restrictions. Both are classified as slight surplus labor markets. Further, in one analysis, firms stating age limitations were compared with firms stating they had none; in practice, both groups of firms hired the same proportion of workers over 45.

The inconsistency of the bias against older workers is encouraging in one sense. It indicates that we are dealing here with a prejudice which is considerably less than adamant. In another sense, it is not encouraging because while it is apparently not based on the realities of job performance, it is rooted in our society, which resembles other cultures in assigning social roles in relation to age. A child starts school at the age of 6; he cannot start to work on a full-time job until he is 14 or 16; he may be permitted to drive at 16, can marry without permission at 18 or 21, can buy liquor or inherit at 21, and nowadays almost inevitably must retire at 65. The birth certificate has become a key document in the laws and customs which regiment our way of life.

Bias Should Not Hold Sway in Local Office

Quite naturally as members of our society, and being particularly responsive to employer attitudes, employment service staff share and sometimes magnify these traditional attitudes. They must be made aware of their own bias, and be convinced that the generalizations and stereotypes expressed by, or attributed to, employers will give way before an individualized approach. In most instances an employer will remove age limitations when he considers a specific individual in relation to a specific job. Two conditions are equally essential: that the older applicant have the qualifications, and that the interviewer make the effort.

Even if basic changes in attitude could be effected, there would remain some very real problems. Quite frequently, a change of occupation is necessary, and this may involve downgrading in pay or occupational status. Some applicants have expectations which are unrealistic in terms of what employers are willing to offer to new workers, but quite realistic in relation to the applicants' needs. Some have no skills, rusty skills, or skills acquired through long, specialized experience for which the market is extremely restricted. Then there are those whose morale is low, who have forgotten how to look for work or who have no insight into their own limitations.

But It Can Be Done.—The study demonstrated how difficult are the employment problems of older people. It demonstrated also that much can be done to improve the situation. Table II, "Selected Comparative Statistics," brings together some of the highlights of the experience of four of the local offices participating in the study. By random sampling, an experimental and a control group were set up which were similar in composition with respect to age, sex, length of unemployment, education, occupational distribution, and veteran status. The experimental group received intensive counseling and placement services.

Table II.—Older Worker Study—Summary of Selected Comparative Statistics

Groups by localities	Total	Percentages of each group						
		Placed	Handicapped	Union	Changed occupation	Changed industry	Changed pay—higher	Changed pay—lower
	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
1. Control	2,252							
a. Columbus	406	13.1	11.1	20.0	11.6	INA	5.2	5.9
b. Houston	575	10.6	13.2	16.7	4.9	7.3	3.0	7.3
c. Lancaster	514	12.7	1.3	11.7	11.7	2.2	10.2	12.1
d. New York	957	6.0	6.0	28.0	5.0	8.0	7.0	12.0
2. Experimental	2,300							
a. Columbus	572	48.6	18.4	12.2	18.9	INA	5.9	11.7
b. Houston	436	16.5	48.6	15.6	7.6	9.9	2.5	8.3
c. Lancaster	249	27.9	1.7	10.2	1.9	3.6	4.5	7.8
d. New York	1,043	16.0	13.0	28.0	6.0	10.0	7.0	15.0
2a. Experimental placement	1,523							
a. Columbus	411	51.1	6.3	13.6	15.6	INA	5.8	10.7
b. Houston	236	16.1	10.2	19.1	10.6	13.1	3.8	11.4
c. Lancaster	141	16.3	.7	14.1	2.1	3.5	3.5	9.2
d. New York	735	17.0	13.0	31.0	6.0	11.0	8.0	16.0
2b. Experimental counseling	777							
a. Columbus	161	42.2	49.1	8.7	27.3	INA	6.2	14.3
b. Houston	200	17.0	94.0	11.5	4.0	6.0	1.0	4.5
c. Lancaster	108	29.6	2.7	6.4	1.8	3.7	5.5	6.4
d. New York	308	13.0	12.0	19.0	6.0	7.0	3.0	11.0
3. Employed	1,761							
a. Columbus	494	67.0	16.0	17.4	31.4	INA	11.1	18.4
b. Houston	174	57.3	22.4	13.8	35.1	48.9	16.1	44.8
c. Lancaster	287	30.1	.2	15.4	30.9	11.8	20.8	27.0
d. New York	806	21.0	9.0	40.0	14.0	23.0	17.0	33.0

INA: Information not available.

No staff was added except for one counselor in each office who gave his exclusive attention to the study, and counseled those in the experimental group only. The control group received such services as are ordinarily available to them in the regular course of operations. Comparing the control and experimental group, we find that about two or three times as many were placed in the experimental group through the local office.

The experimental counseling subgroup consisted of those with more difficult and complex employment problems, in part reflected in the high proportion of handicaps and low extent of union membership. Nevertheless, the results achieved for this subgroup also compare very favorably with the control group.

And by the Employment Service.—The public employment service can be of pivotal importance as a source of placement for older workers. A major portion of all workers (both experimental and control groups) who were employed at the time of follow-up, had obtained work through the Employment Service, ranging from two out of three in Columbus, to one out of five in New York City. In general, only callbacks to former jobs outranked the Employment Service as a single source of jobs. For these older workers, employment through friends and relatives, "ads," private employment agencies, or even unions, was of slight consequence.

One of the main reasons for the exceptional showing of these local employment offices as a source of placement for older workers, was the availability of certain special services they required. These services are almost never furnished by other placement agencies, and certainly not by friends or relatives; neither are they routinely offered by public employment offices. Older workers frequently need advice and assistance in the transfer of acquired skills, since so many must change occupations if they are to seek work successfully. Many need opportunities for discussions with a counselor who understands their problems, and has a broad knowledge of jobs and their performance requirements. Others need to be

sold or taught how to sell themselves to employers. In brief, older workers need intensive, individualized treatment frequently involving counseling, job development, and other services presumed to be available to all applicants in all local offices.

How does it happen then, that the studies showed the record of placements of older workers to be so poor in relation to other applicants? There are two basic reasons. One is that the essential services are not adequately provided for older workers. Qualified young job-seekers are placed easily and quickly. They could be placed even if order-takers were not alert to reduce employer specifications to actual performance requirements; even if no employer education, special solicitation, or counseling were attempted. But if the local office is not completely aware of the problems of older workers, and if its operations are not at a high level of effectiveness, then the disadvantaged groups are in effect "brushed off."

The second reason for the difficulty in placement is the lag in social attitudes towards age. There is some awareness of the problem, usually expressed in terms of *the aging of the population*, but we need a more affirmative point of view. Let us say—*People are young longer*. It is a good slogan for promoting the employment of older workers; and there is both hope and truth in it, for it is mainly our own attitudes that make people old before their time.

Expanded Utilization of Minority Group Workers

By CHESTER J. GRAY *and* DON BEATTY

Co-Supervisors, Minority Group Services Program
Ohio State Employment Service

IN OHIO, as well as other States, the words "manpower utilization" are becoming more and more important to the labor-supply problems related to production for national defense. Drastic changes in the labor supply are indicated by the current upswing in employment and the consequent substantial decline in claims for unemployment benefits.

Moreover, new plant construction, the draft, and expansion of existing production facilities and agriculture give warning of an impending manpower shortage that is destined to become serious, even critical in many areas. In a word, forecasts clearly show that the answer to future manpower demands will be the most efficient use of total available labor resources. Resources not yet fully tapped are minority groups, the handicapped, older workers, youth, and women. The Ohio State Employment Service recognizes the principle that qualified persons who are "ready, willing, and able" to work should be fully utilized before recruitment is begun to induce those who may be "able" but as yet are not "ready" or "willing" to take jobs. This program has special significance to minority group workers who are defined by the Employment Service as "qualified workers who are being rejected or who are restricted in employment opportunities because of race, creed, color, or national origin."

Ohio has a rather heavy concentration of minority group workers. In varying degrees many of these workers have been denied employment or restricted in job opportunities. Some of the members of these groups experience candid, blunt, and widespread rejection, while others, especially where their religion bars them, suffer a more subtle and polite type of job denial. This usually occurs on a spotty, rather than a widespread basis.

The greatest employment gains for minority group workers have been realized during periods of pressing manpower demands. Employment experiences during World War II offer abundant proof of this.

Ohio's experience has shown that to improve minority group employment, through the framework of the public employment service, community solidarity must be readied and the welfare of the community as a whole must be shown in terms of increased production for employers and increased buying power for workers. These are essentially the basis for the sound economic health of any community.

Ohio's experience has also shown the importance of timing the entrance of minority group workers into the main stream of production, especially during a period of emergency. To realize all-round maximum benefits, it is imperative that qualified minority group workers be employed along with other workers at the very beginning of a program of production expansion for national defense. This is, to a large extent, the opposite of the practice during World War II. In that period the delayed use on a large scale of qualified minority group workers throughout the United States until the third year of the national defense program

was not only costly in terms of production, but seriously affected the economic status and morale of these workers. Furthermore, since they were the last hired, they were the first to be separated under seniority provisions and thereby suffered further inequities.

Although delayed, the acceptance of qualified minority group workers opened the way for them to expanded training and experience on production jobs for the first time. That they discharged their duties on the production lines creditably is an acknowledged fact. And now, since these workers admittedly have skill, there is no valid reason to delay their use in defense production.

They Are Needed Now

The present challenge for our minority groups program is to speed up and expand recruiting procedures in all local offices, and to use every means at our disposal to bring about immediate acceptance and use of locally qualified minority group workers. This is desirable now in the early stage of employment expansion for defense throughout the State. We do not want recurrence of World War II delay in the utilization of minority group workers.

To meet the challenge that confronts it, our minorities division is placing major emphasis on a program as follows:

1. To maintain close working contact with local Ohio State Employment Service offices, top management, labor organizations, and community groups for purposes of insuring full utilization of qualified minority group workers in new plants and plant expansion staffing programs.

2. To provide technical assistance to local office personnel throughout the State in on-the-spot recruiting and utilization programs where the nonperformance factors of race, creed, color, or national origin are a barrier.

3. To arrange meetings and conferences with labor and management groups and representatives of the community, to specifically point out the necessity for including all segments of the local labor supply in production expansion.

4. To provide specially designed tools and techniques to assure the maximum use of the labor supply. This includes training of supervisors, selection of plants and occupations for the introduction of qualified minority group workers, and counseling the initial applicants sent into a plant in the integration process.

5. To maintain close working relations with recognized community groups and agencies actively interested in minority group employment and matters related to employment, such as housing and general welfare.

6. To stimulate a greater use of minority-group and foreign-language newspapers, radio and television programs in order to reach all segments of the population.

7. To assure that all staff in the local offices of the OSES who deal with applicants, employers or the public are thoroughly trained in the minority group program.

During the past 10 years, the Ohio State Employment Service has given a great deal of study to the many phases of the employment of qualified minority group workers. From hundreds of contacts with employers, labor organizations and the public as a whole, and the examination of the best available information on introduction and use of minority group workers, the Minority Groups Services staff is prepared to assure that this program is carried out.

Organizationally, in each of the seven largest Ohio cities (Cleveland, Columbus, Cincinnati, Akron, Youngstown, Dayton, and Toledo), trained supervisors of the Minority Group Services Program work full time to maximize the efforts of the local employment office to effect the objectives of the program.

In May 1949, in recognition of the need for expanded service to Ohio's 82 local offices, the number of State supervisors of the Minority Group Services Program was increased to two full-time workers. This arrangement makes possible more frequent contacts with smaller Ohio communities and sufficient flexibility to follow up new plants and plant expansions in these communities.

In working with employer relations representatives of the OSES, minority group supervisors assist them by providing information on the techniques of the introduction and use of minority group workers where they have not been used before. They also provide consultant service to employers, providing practical techniques for introducing and using minority group workers.

Qualification—The Prime Factor

A major responsibility of minority group supervisors is to assist in bringing about an understanding on the part of employers and labor groups and the community of the advantages of hiring on the basis of qualifications only, without rejection or restriction in employment opportunity because of the nonperformance factors of race, creed, color, religion, or national origin. Much of this is done through consultation with organized and unorganized labor groups, and through talks before such employer groups as Kiwanis, Lions, Industrial Councils, Rotary, etc. This may be done by the minority groups supervisor or he may assist other OSES staff—State director, local office manager, State supervisor of other programs and functions—to prepare material for inclusion in a general speech on the OSES and its functions. Community recognition of minority group employment problems is maintained by working with civic organizations. This includes organizations and agencies such as the Urban League, local and national, Jewish Vocational Bureau, National Association for the Advancement of Colored People, Catholic Community Welfare groups, etc.

Advisory committees to the OSES on minority group employment were organized some years ago and are active in most of the seven large cities.

Membership on these committees is composed of authorized representatives of management, labor and the public. These committees provide one of the best means of bringing about contact with key management and labor representatives on behalf of qualified minority group workers, in addition to advising the local employment office on plans and techniques to eliminate restrictive hiring practices based on race, creed, color, or national origin.

What have been the results of Ohio's efforts in the program for maximum utilization of minority group workers? An accurate and comparative appraisal of the merits of this program is difficult of statistical computation because of the acute shifts in the Nation's economy and the labor force during the past decade. It is a fact, however, that during these peaks and depressions, the program has shifted its emphasis in such a manner as to lessen the problems of qualified minority group workers in their search for adequate productive and gainful employment. The following examples illustrate to some extent what is being accomplished: Although the proportion of nonwhites in manufacturing employment has remained about 6 percent during the past decade, a definite broadening of the employment base has occurred in Ohio. In Ohio, during and since World War II, many jobs previously closed to these workers have been opened up—these include telephone operators, chemists, mechanical engineers, salesmen, department store salespersons, typists and stenographers. While in numerous instances the Ohio State Employment Service has been primarily and fully responsible for developing and filling these jobs, in other instances it has been the result of cooperation with other agencies.

Public relations activity has developed from a few appearances before groups especially interested in minority problems to major civic groups, high schools, colleges, and university classes, labor organizations, employer groups, legislative bodies, and more recently Kiwanis and Lions service clubs. Undoubtedly, from the comments and action taken, this activity is proving its worth as a positive educational program in the State.

Staff planning conferences on farm placement throughout the State during the past 3 years have effected a tremendous increase in the use of locally available qualified minority group workers for agricultural and food processing jobs where they had not been used before.

Increased requests from employers for the assistance of local and State office staff of the Minority Group Services Program for consultation on problems in plant recruiting and staffing is further evidence of the growth and acceptance of the program by the employers of the State of Ohio. Somewhat indicative of practical difficulties incurred in placement of qualified minority group workers is the following experience of a local office in one of Ohio's largest cities. Representatives of two of the largest automobile manufacturing concerns placed an order with a local office for 1,700 workers to begin a new shift. Exclusive referral privileges were accorded to the Employment Service by plant officials. Complications, however, developed in the referral process due to the stringent hiring restrictions of the employer, i.e., a high school education, applicants between 20 and 35 years of age, weight at least 160 pounds, and openings for white only. The local office accepted the orders with the intent of obtaining immediate relaxation of the restrictions.

In response to publicized recruiting needs, hundreds of applicants applied directly at the plant gates. Company officials passed out cards advising gate applicants to seek referral by the Employment Service. This was construed by the applicant as acceptance by the company pending his presentation of the ES referral slip. As a result, when screening was undertaken by the local office and referral slips granted to some and not to others, the latter felt that the Employment Service was exercising arbitrary and discriminatory authority.

The local office manager quickly discovered the difficulty but not before some unfavorable reports charging the Employment Service with discrimination had spread in the community. Fortunately, immediate contact with plant officials enabled the local ES manager to secure the relaxation of nonperformance specifications. This soon dissipated any ill feeling that had arisen.

Again, a minority groups supervisor, contacting a large out-of-State automobile manufacturer, paved the way for acceptance of qualified minority group applicants when the employer is ready to hire workers for a new branch plant under construction in Cleveland.

Through the alertness of Employment Service personnel, it has been possible to secure acceptance of qualified minority group workers when new departments or shifts are being staffed. In other instances, relaxation of hiring restrictions based on race, creed, color, or national origin has resulted from contacts with employers who were opening new plants and were unaware of the skills available among minority group workers in the local labor supply.

Lest the impression is given that the above areas of development were accomplished with ease, it should be emphasized that the discouragements are many, and at times problems appear to be insurmountable. It is very difficult to discuss with employers and employer groups the merits of "just another Government program." A discussion on minority group employment, while sometimes acceptable, is far from popular, but with tact and proved techniques it becomes easier as time goes on.

Matter of Sound Economics

In approaching industry's personnel and industrial relations representatives, we attempt to remove the question of minority group employment from the realm of social reform and place it on a basis of sound economics and personnel management. In provid-

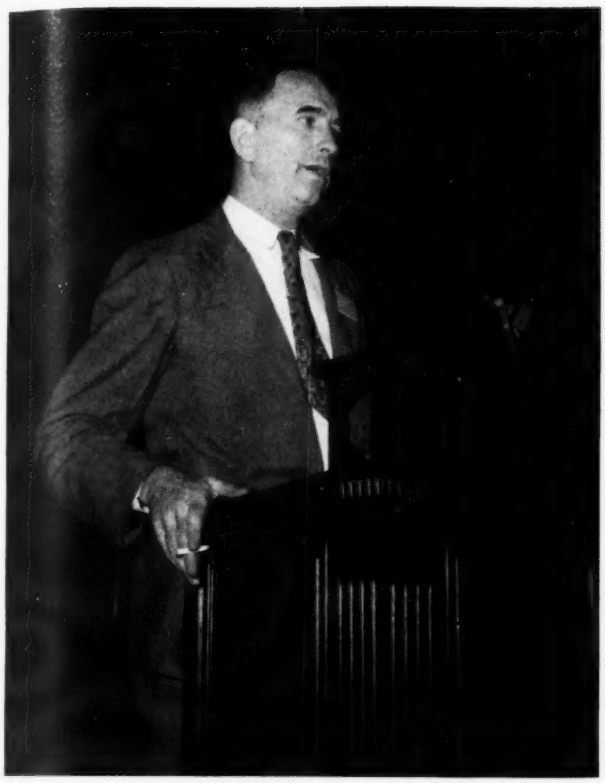
(*Continued on page 44*)

Manpower Problems of the Defense Program

By ROBERT C. GOODWIN

Executive Director, Office of Defense Manpower United States Department of Labor*

From an address before Virginia Defense Mobilization Conference, Jefferson Hotel, Richmond, Va., February 2, 1951



Robert C. Goodwin

THE manpower problems of the defense program cannot be adequately met without the understanding and cooperation of management, labor, and the community. Success or failure will depend on decisions and actions of our people throughout the country.

To begin with, we must consider the size and nature of the defense program as a whole. It is a tremendous enterprise. Expenditures of $17½ billion in fiscal year 1950 have expanded into more than $26 billion in fiscal year 1951 and more than $50 billion in fiscal year 1952. These are actual payments, but the amount of money which can be obligated over this period, to be paid when deliveries are made, is considerably larger. Requests for the next fiscal year, 1952, have already reached the $73 billion level. These outlays and authorizations cover a wide variety of defense items, including military functions of the Defense Department, foreign arms aid, atomic energy, and the stockpiling of strategic materials.

Plainly, our defense effort is an undertaking of major proportions, *but it is not total mobilization.* I want to emphasize that point. What we have is a program of partial mobilization, of building up our strength without going all out, and that very fact determines some of the characteristics of the problem I wish to discuss. We are expanding our armed strength within bounds and at the same time we are broadening our industrial base for the sake of arms production. That is to say, our defense program is geared to the long-term implications of continued international tension. That means that mobilization programs must be flexible—adequate for the present and the near future, while gathering resources for possible requirements of the next 8 or 10 years.

Present plans call for an armed force of 3.5 million. To maintain this level, provision will have to be made for the military training of a large body of American youth. The proposed universal military service training is intended to make sure that we will have a disciplined reserve that can be quickly turned into an effective fighting force, whenever needed. By the same token, our broadened industrial base will represent a productive reserve capable of immediate use in time of need.

Our manpower program is being molded against this background of partial mobilization. As we enlarge our labor force, increase productivity, and provide for the essential needs of the civilian economy, we must also lay the foundation for dealing with the crisis of an all-out effort, should that become unavoidable, with all that such a situation would hold in terms of grave manpower shortage.

We have not yet gone beyond the threshold of an intensified defense economy. The truth is we have scarcely had a chance to feel the effect of the strains and stresses, the shortages and cut-backs, the shifts and dislocations, which are unavoidable when and as a civilian economy turns into a defense economy. Let me illustrate.

In the 6 months, July through December 1950—roughly the period of the Korean war up to now—the

* *Now Defense Manpower Administration.*

number of workers engaged in direct defense production increased by only 300,000 approximately. By the end of 1951, President Truman has indicated, some 4 million workers will have been added to the rolls of employers engaged in defense production. To reach their announced goal by next July, the armed services can be expected to take more than a million men.

These manpower demands can be met through an expansion of our labor force, the reduction of unemployment, the shifting of workers from civilian to defense production.

As defense orders make themselves felt, competition for scarce materials and manpower is bound to sharpen. Already the point has been reached where the Government has had to place controls on a variety of basic materials, such as steel, aluminum, copper, rubber, in order to protect producers of military equipment.

It has also been necessary to establish wage and price controls to stem the inflation which always comes when a rising consumer demand is up against a decline in the quantity of available goods. It is in the cards that further controls will have to be imposed to conserve and allocate our supplies and materials.

Greater Productive Capacity is Goal

Strenuous efforts are being made to enlarge our productive capacity, particularly with reference to such basic things as steel and aluminum, and to increase our capacity to produce the electric power called for by an expanding economy. These are all steps designed to make us ready to meet both military and civilian demand, and to clear the way to a more rapid augmenting of military production, should the need arise.

It goes without saying that manpower is one of our major resources and, accordingly, has a vital role in our defense program. The size, capacity and skill of our working population constitute our greatest strength in the period which lies ahead. As a resource, manpower differs significantly from all other economic factors, because it involves a human element.

Our manpower consists not only of the men and women now at work or seeking work. It also includes the potential, outside the work force, which can be drawn on as occasion arises. In appraising manpower effectiveness, we must take into account the location as well as the ability and training of workers. At the same time, we must give full weight to human considerations, which are quite as important as the labor market and occupational characteristics.

The experience of the United States, as of other democratic industrial nations, shows that manpower objectives are best attained with the acceptance and support of the workers themselves. Compulsion is no assurance of success in solving manpower problems. That was recognized by President Truman in his "National Manpower Mobilization Policy," issued January 17. To "safeguard our national security through maximum development and use of our human resources," the President declared, "recruitment, placement, distribution, training and utilization of the civilian labor force (including Government employees) will be based primarily on voluntary measures." The President said this policy will be carried out through such measures as: (1) Providing appropriate employment information to guide workers to jobs in which they can make their maximum contribution; (2) developing recruitment and rehabilitation activities needed to expand the labor force; (3) training persons to meet civilian manpower requirements and providing appropriate placement services; (4) providing assistance to employers in promoting maximum utilization of the labor force including women, physically handicapped, older workers, and minority groups; (5) providing adequate housing and community services; and (6) assisting workers to arrange for their transfer to essential jobs in other areas.

These policies are built into the structure of our national civilian manpower programs. They are being applied on a Nation-wide basis through the Nation-wide chain of local employment offices maintained by the Federal-State public employment service system. Their success depends upon the wholehearted cooperation of management and labor and Government. We want to do the manpower mobilization job the voluntary way. We are relying upon the voluntary efforts of management and labor in the staffing of defense industries, the meeting of defense goals and the sustaining of essential civilian production of goods and services.

It is possible that as the impact of the defense program hits the economy in full force labor demands may develop in some occupations or in certain labor market areas where defense production is concentrated which will require greater effort and stronger action to assure that production goals are met. When and if that time comes we will not hesitate to meet it.

Control Provisions

The President's manpower mobilization policy provides for use of Government controls if they become necessary. They would apply to employers, to workers, or to both, and I quote "when and to the extent needed to assure successful execution of the mobilization program." Such controls will include restriction of indiscriminate labor turn-over, use of employment ceilings, the control of employer hiring, and the enforcement of manpower utilization standards, including the full use of women, handicapped workers, and minority groups.

As I mentioned before, many additional millions of workers will be needed by defense plants and activities and by the end of the year. At least a million persons will enter the Armed Forces. Altogether it is estimated that 5 million more people will be in defense production or the military before the year's end. In terms of numbers we have the men and women for the defense job ahead. The manpower needs of the expanded defense program can be met.

But getting the right workers into the right jobs in the right places will be an extremely difficult task. Our manpower is distributed widely throughout the Nation. Our problem is to get the exact numbers of persons needed into the areas where they are needed. Under a voluntary program it means that many persons in civilian jobs will have to shift over to defense industry or enter the Armed Forces. For many the move will be automatic as the firms for which they work are awarded defense contracts. Others will take defense jobs when laid off because of material shortages. Others now on less essential jobs will also be needed in defense work; getting these workers to take defense jobs poses many problems. One is the problem of getting workers to separate themselves from positions in which they have certain securities and rights. Far more workers today are covered by collective-bargaining agreements involving pensions or employee benefits of one kind or another. Before transferring, workers are interested not only in protecting their rights but also in obtaining reemployment rights to the jobs they leave. It is easily understandable why a man with a good job wants to retain his security and rights and why he wants to be assured of his old job when he desires to return.

In order to assure both agriculture and defense industry the workers needed and to replace men inducted into the Armed Forces, more men and women must be attracted into the total labor force. An increase of at least a million and a half over last year's peak figure of 66,200,000 in midsummer will be needed. This means a total labor force, including the Armed Forces, of around 68,000,000.

Supply Trailing Needs

Labor supply is now short in a number of areas although no general over-all labor shortage is in sight. Our reports indicate, for example, that labor supply is tight in some occupations in 56 of the 152 major production centers of the country. Occupational shortages already occurring are found particularly in some of the professions, such as engineers and in some of the skilled metal-working occupations. More than 36,000 job openings which cannot be filled from local labor supply are now listed with employment offices. Among the skilled production occupations evidencing shortages are machinists, tool and die makers, aircraft assembly workers, and pattern and model makers. In the semiskilled occupations we find increasing recruitment problems arising for lumbermen, raftsmen, and woodchoppers, as well as for metal filers, grinders, buffers, and polishers. About a third of our hard-to-fill job openings are in the professional occupations, especially chemists, engineers, nurses, teachers, and draftsmen. We are intensifying our recruitment efforts to obtain needed skills and extending them to various sections of the country. We must also make adequate provision for manpower needs in agriculture. There is indication that the availability of jobs in industry is tending to reduce the supplies of available agricultural labor. We are watching the agriculture situation closely and are making plans for intensive recruitment of domestic workers for the farms and if necessary to bring in foreign agricultural workers to assist us in the peak periods.

Despite these developments, labor shortages are not yet holding back military production. Actually during the next few months we may see some minor and spotty increases in unemployment in some areas as a result of controls on the use of strategic materials for civilian production. The duration of such unemployment will depend upon how fast expanding defense industry reaches the mass hiring stage. These lay-offs are a part of the cost of converting to a defense economy. They are likely to be of short duration and steps are being taken to funnel war contracts into areas with available labor supplies to the extent possible.

Reliance on Local Labor Market Reports

These anticipated developments indicate the need for constant appraisal and reappraisal of the labor market situation in each local labor market area of the country. The United States Employment Service and its affiliated State and local offices are keeping abreast of local labor market developments. The Office of Defense Manpower relies heavily on these reports from major industrial centers of the country. The needs of the defense program and the changes that will accompany the shift to a defense economy necessitate broader and more frequent analysis of local conditions. We have provided for these by issuing instructions as early as last August for local employment offices to pay close attention to emerging defense manpower requirements.

Determination of the local situation and the labor market outlook in local areas, based upon the careful evaluation of manpower demand and supply and available resources, is the first step necessary to anticipate and to meet developing manpower problems. Because our local labor markets differ sharply as to complexity and composition, national manpower policies and programs have been developed with sufficient flexibility to permit local adaptation and local implementation.

The Government's manpower programs are working effectively. The public employment offices are meeting the manpower requirements of defense industry and essential civilian production as they develop. Programs are being developed to meet anticipated manpower problems.

A number of basic and far-reaching steps have already been taken and more are planned as the situation tightens. Basic policy has already been determined and the organizational structure to carry out that policy is being developed.

To facilitate the placement of Government contracts in areas where manpower is available, we are revising

our area labor market reporting system to double the 150 areas now covered. In analyzing these reports special emphasis will be placed upon identifying available labor supplies and surpluses of labor. These reports will assist the Department of Defense in deciding where contracts can be placed with assurance labor will be available. They will also indicate sources of recruitment.

As you know, the public State employment services, affiliated with the United States Employment Service, are the major operating arm for carrying out the Government's manpower program. Working with representatives of State and local employment offices, we have developed operating programs to meet the manpower demands placed upon the employment service. I have asked the employment offices to place first emphasis upon the needs of defense industry. These offices are giving preference to those establishments whenever local labor supplies are insufficient to meet over-all needs. All the vast resources and experiences of the public employment service system are being directed toward meeting the needs of employers engaged in defense work. To that end we have requested that industry and business place its orders for additional workers with the local employment office so that its local labor supplies may be utilized before outside recruitment is attempted. If local supplies are inadequate, we arrange for orderly recruitment of workers from other areas and States throughout the country.

While we have not yet felt the full need for workers from the manufacturers of defense products, labor demands have arisen more quickly from a number of Government establishments and in military and naval installations. To meet these needs without disrupting the work force, cooperative agreements have been developed and close working arrangements established between the employment services and such agencies as the Civil Service Commission, the Navy, the Air Force, and the Army, in meeting their needs for civilian workers.

Cooperative arrangements have also been developed for providing detailed labor market information on demand and supply to procurement authorities. These arrangements also provide that the agencies give us advance information of the additional manpower demands that will be made upon a locality by the placement of new contracts or the establishment of new facilities.

While we are not now facing any crippling shortages of workers with particular skills, it is vitally important that we establish the principles of conserving critical skills through occupational deferment in the Selective Service System. In any long-range defense program or in the event of full mobilization, it is necessary for us to utilize at their highest skills those workers indispensable to the production job required to support the armed services. Toward this end we have developed a list of those occupations which are critical to defense production or essential to civilian activity. This list, presently including only 54 occupations, is being used by the Department of Defense in connection with the calling up of reservists and national guard units. Selective Service has forwarded this list to local draft boards for their information. A long-range manpower program, of course, must not only consider the occupational needs at the moment but must provide for a steady flow of new workers into critical occupations and key professions in order that we may maintain and increase the qualitative advantages which are our basic strength.

If the military forces, defense industries, and essential activities are to have adequate supplies of manpower, the manpower needs of each of these claimant groups must be recognized. We must assure that industry will not find itself depleted of essential workers because of military induction and we must make certain that the armed forces have the skills needed. We must also be certain that skills are fully utilized both in defense industry and in the military.

We must both conserve and expand our skilled manpower resources. In many areas, training programs have been instituted. Arrangements are being made to expand training activities to the extent needed. These training programs are particularly important in a period when the flow into the labor force is much greater than normal, when skills are in increasing demand and when large numbers of workers must shift from civilian activities to defense jobs.

Appeal for Employer Cooperation

These are the broad outlines of the manpower implications of the defense program we have now entered upon and of the policy and principles that have been developed to meet manpower requirements. Within the framework of national policy, programs will be applied on a local basis as local developments indicate need for action. Voluntary methods will be relied upon as long as they prove effective. Consequently, you, the business and industrial leaders in your communities, can do much to stave off the need for governmental manpower controls. Orderly recruitment, realistic hiring specifications, the placement of job orders with the local employment offices, the full use of local labor resources including women, handicapped and minority groups, restraint in advertising, and the scrupulous avoidance of labor hoarding can do much to make our manpower program successful.

Full utilization of workers within the plant, closer relationship between skills and job requirements, and the institution of training programs to meet the need for skilled and semiskilled workers also contribute to the effectiveness of our defense manpower effort. These are the steps that each individual employer and that associations of employers can take that will not only solve many of their own manpower problems but will also contribute to the well-being of the community and the country. Together we can meet the challenge—we solicit your support and cooperation.

Field Auditor Conference, December 1950. At the head of the table, left to right, are: W. E. Holton, chief accountant, and L. D. Weiner, senior auditor.

Employer Relations and the Field Auditor

By W. E. HOLTAN

Chief, Accounting Section

Minnesota Division of Employment and Security

A FIELD auditor can and should be a good public relations representative. Field auditors are the main point of personal contact between an Employment Security Agency and employers. The employer's impressions of the division are therefore formulated, to a large extent, by his impression of the field auditors who represent the division. Correspondence is also very important in its impression on employers but it is obviously a more impersonal contact. It is, therefore, highly important that we have representatives whose character, qualifications, and training can establish harmonious and effective working relationships with employers.

Friend or Foe?

The attitude which regards a field auditor as a tax collector or a bureaucratic policeman interested solely in examining records for the purpose of determining employer compliance with the law has been much too prevalent. If a field auditor is regarded as an unwelcome visitor, a snoopy individual whose main purpose is to pick up additional payroll not previously reported or as an individual who delights in catching employer errors and is extracting tax moneys from an employer's pocketbook, we have failed miserably in the full utilization of our emissaries. True, a field auditor's job necessarily requires that he frequently request employers to do things they prefer not doing, but it can be done in a friendly manner.

The manner and method used are all important, beginning with the instant the field auditor enters the door and continuing until he closes the door behind him on the way out. The field auditor must be courteous, conduct himself with dignity, and manifest a real interest in the employer's problems. He cannot indicate by his manner or speech that "Well, that's your problem; mine is to make you do the things required of you under the law." Where necessary, the field auditor can be firm and yet be courteous. It is always well to explain fully why certain things must be done in a prescribed manner at designated times. Usually it can be shown why it is to the employer's advantage immediately to complete required reports, make contribution payments, and the like, without expensive delays. It is far better to use this approach than to insist that an employer do this or do that because the Agency wants it or because the law requires it. The basic need is to *view the matter from the point of view of the employer's interests rather than from the agency viewpoint of wanting to get the work done.* Auditing and collecting must be done and done well. A job well done will engender respect. We can do it with the employer's cooperation by adopting a friendly attitude and by stressing the employer's interests

rather than by employing a "do this or else" manner.

An employer may be busy at the time the fieldman calls. Often arrangements can be made to call back a few hours later while the auditor is still in the vicinity. Many times the matter can be cleared in a few minutes' time but it may be necessary to so tell the employer. Tell him it will take only a few minutes to explain what is wanted, to secure the reports, or whatever else may be required. The employer will not be as likely to resent the intrusion into his business day nearly as much as if the field auditor merely insists that this be done now without telling the employer it will take only a little time and evincing interest in not wanting to disrupt the employer's immediate plans. There are, of course, cantankerous or recalcitrant people among employers as well as elsewhere. An experienced field auditor can usually detect employers who use stalling or evasive action. Certainly field auditors should not call back again and again at the whim of some employer who just doesn't want to do anything concerning the matter at hand. Where major audits or other time-consuming projects are anticipated, it is ordinarily best to make an appointment in advance. This is purely a matter of everyday courtesy. There are, of course, exceptions where it is more discreet to drop in on an employer unannounced. Common courtesy, business dignity, interest in the employer, and a firm hand where required will elicit respect, cooperation, and a friendly effective relationship with the normal run of employers.

Assisting the Employer With UC Problems

The field auditor's duties and responsibilities require that he be equally diligent in advising employers concerning their rights and privileges as well as their duties and obligations under the law. Many of the provisions of the law are technical and complex. This is particularly true of experience rating provisions and, to a lesser degree, liability provisions. Minnesota has some involved retroactive experience rating provisions, coupled with several noncharging of benefits and voluntary contribution provisions. Minnesota is also the only State with "hybrid" coverage which differentiates between employers in small and large towns.

The small employer is especially in need of friendly assistance because he is seldom able to keep posted on changing complex provisions of law. The field auditor here has ample opportunity for advising and counseling the employer. Often, he can be of aid to the employer in helping him clear his account and in explaining the provisions of law that are advantageous to him. In numerous cases, employers fail to exercise their rights, either through ignorance or because of misunderstanding. Timely assistance given to employers in this respect will cement friendly relations. Small employers who cannot afford to engage tax counselors or to hire employees who specialize in tax returns of one sort or another do have problems in correctly complying with the number of laws, rules and regulations affecting them. Such employers, when they receive assistance or at least a sympathetic interest in their problems, usually are quite appreciative. When the field auditor displays this attitude, there is seldom any problem with employer relations. It is when we adopt a so-called bureaucratic attitude toward the employer, making requests that he do so and so without taking the trouble to explain the reasons therefor, that friction will arise.

When the fieldman says "You get this report in by the due date or a penalty will be assessed," good employer relations receive a set back. On the other hand, he can explain that failure to file wage reports by the respective due dates may delay payment of benefits to deserving claimants and means accumulation of interest charges. In addition, the employer's contribution rate may increase because the taxable payroll represented by the delinquent report will not be included in the next year's experience rating computations. If the fieldman explains it in this way, adding that due dates must be established for all taxes, the employer is not likely to harbor resentment. The field auditor has approached it from the employer's point of view.

A good illustration of this difference in attitudes is exemplified in a letter which we received from an employer commending the field auditor who had called on him and thanking us for our assistance. The employer lived in a sparsely settled portion of Minnesota and had little or no knowledge of unemployment compensation or of the Federal Unemployment Tax Act.

This employer for the first time had become subject under the Federal Unemployment Tax Act and consequently under the Minnesota employment and security law. He had received information at the local office in his locality that he would now be liable for contributions because he had more than eight employees in 20 different calendar weeks during the calendar year. He was told that a field auditor would call on him on his next visit to that area. It so happened that the field auditor visited that particular office late in the day on January 31, and was advised of the employer's problem. The field auditor went to the trouble of driving out to the employer's logging camp that evening. This fieldman did not say "January 31 is the due date and you must get the reports and payment in because we require it." He explained to the employer that in order to secure a full 90 percent tax offset he must make payment to our agency not later than January 31. Otherwise he would have to pay the Bureau of Internal Revenue almost twice as much tax. This employer certainly did not feel that he was being imposed upon. He felt grateful for the advice and assistance given him as was evidenced by the letter he subsequently wrote. Letters of appreciation are not a common thing but the friendly employer feeling is usually there.

Another typical example is the employer who replied in a very caustic vein to a letter from this

agency. Our letter informed him that we were making an investigation of the benefit rights of one of his former employees. It asked him to furnish us with the days on which the employee had worked for him and the amount of earnings for each of such days. The employer felt that this was an unreasonable demand, that he had other things to do besides helping us with our records, and, generally, that there was too much reporting required. A field auditor called upon this employer and explained that as a matter of routine we make investigations of claimants who might have been working at the time they drew benefits and might have failed to disclose their earnings. He was informed that preventing or detecting payment of unemployment benefits to claimants who are not entitled to them and insuring a minimum of fraud in the benefit program was a method of safeguarding the fund to which the employer had contributed. When this employer understood the purpose of the request for information, his attitude was entirely changed. He was most cooperative and commended a program which would tend to minimize fraudulent payment or prevent payment of benefits to claimants who are not entitled to such benefits.

Selling the Employment Service

A field auditor has innumerable opportunities to acquaint employers with the services that can be provided by the employment service. Instead of alienating employers so that they will be antagonistic toward the employment security program and refuse to use the employment service, the field auditor can promote the feeling of good will. He can aid the local office in developing its employment service function in its particular area. The field auditor visits all parts of the territory in which he is located with some degree of regularity. He acquires a wide variety of information concerning his territory and the employment enterprises in it. If the field auditor is adept in public relations work, he can assist the employment service in rendering better services. He can learn whether the employer uses the employment service, and if not, why not. If the service is used, he can ascertain whether the employer is satisfied or if there are ways in which the service can be improved for that employer. Such information is very valuable to the local office in evaluating its program. The employer may have existing vacancies in his organization or he may anticipate employing additional personnel at a later date. He may know of job openings with other employers.

This information can be relayed to the local offices by the field auditor. Employers can also be informed concerning other services such as occupational analysis, counseling and testing. The employer can be shown how he may benefit by placing a job order with the local office when he intends to reemploy some individual formerly employed by him who has filed a claim for unemployment benefits. Reemployment of such individuals will reduce benefit charges to the employer's account. By making this request to the local office, the employer can be assured that we know that this employee has been offered suitable work so that in the event the claimant refuses such suitable work he will not be receiving benefits when he should be working.

The field auditor can take the time to show the employer how the program operates to his advantage in that trained workers are available when the employer again needs them; whereas in the absence of unemployment benefits such a worker might have been compelled to accept work for which he is not suited or more particularly might have been forced to leave that area in order to take some job temporarily or otherwise in other areas. Certainly, the field auditor is not a representative who alienates the employer and fosters resentment against the agency of which the employment service is a part; quite to the contrary, as a representative of the employment security agency, he has an opportunity to improve employer relations, to assist the employer by advising him of the services that can be given him, and by carrying information to the local offices which will improve services to the employer. We are failing to utilize fully our field auditors unless this service to employers is a part of the field auditor's work program. Often, time and the pressure of work prevents spending as much time as is desirable with employers, but it is better to do a quality job than to work only for production. Having once established good, friendly, and effective relations with an employer through one or two contacts, these relations can be maintained without requiring additional time on any subsequent calls.

Training of Field Auditors

Since field auditors play such a large part in creating the picture that employers envision when viewing employment security personnel, it is essential that a field man be well trained before he is permitted to work independently in the field. Field auditors must be carefully screened and selected since a field man must have the personality and abilities necessary for establishing good employer relations as well as to have technical accounting, auditing and business knowledge. The field auditor's training begins with a study of law and regulations pertaining to his work, our own UC law, regulations, and interpretations and, to a lesser extent, other State and Federal laws on related subjects such as the Federal Unemployment Tax Act, the Veterans Readjustment Act, workmen's compensation law, etc.

A field trainee next works in the various units in the central office learning procedures and what and why—what is required of field men and why such things are required. An acquaintanceship with central office procedures is valuable inasmuch as the field men will then have a better understanding as to how various reports should be prepared and what is needed in order to facilitate central office determinations, processing, etc. Upon completion of

the central office training, the field trainee is assigned to the field section where he first familiarizes himself with forms pertinent to that section. At this time also, he is given some training on the proper approach when calling on employers and a general knowledge of what he should and should not do in his relations with employers. The next step is to work with field supervisors or other trained field auditors in actual field work. At first the field trainee only listens to the trainer but gradually he begins to take part in the discussion with employers. Finally, the trainee conducts the interview and discussion with the employer and the supervisor listens. The field supervisor then speaks only when necessary and after the employer visit is completed, reviews the visit with the trainee. It is helpful for a trainee field auditor to work with several trained men so he may observe different work methods. Each person has his own individual manner in conducting employer visits.

When this training is fully completed, the field auditor is ready to work independently, at least in so far as routine employer visits and audits are concerned. The work methods of the newer field auditor are more frequently observed by the supervisor to ascertain progress and compliance with policy. Technical knowledge can be checked on finished work submitted to the central office. Careful selection and careful training pays dividends in good employer relations and in quality of completed work.

A fully trained and accomplished field auditor is in a position to train others. He can conduct training sessions in the local offices on special topics whenever a local office manager believes such training is necessary or desirable. Such training is only in the elements of employer liability, contribution rates, etc. There is much to be said for giving local offices sufficient information so they may be able to service more fully the employers' needs. Often employers who come into the local offices concerning employment service matters will also raise questions with respect to unemployment compensation. Local office personnel render a better service when they can furnish correct answers to the more simple or routine questions. When unable to give a proper answer to an involved question, they should inform the employer that the problem is one with which they are not familiar and a field auditor will call on him on his next visit in that area. If a prompt answer is necessary because action by the employer is required with respect to limited protest periods, or the like, local office personnel may establish and maintain friendly employer relations by writing to the field auditor or central office to secure the answer for the employer or as a minimum direct the employer to the proper person or section. In this connection, some knowledge of finality dates is required in order to determine whether information must be secured immediately or whether it is permissible to wait for the next visit of the field auditor. Knowledge of current employer reporting forms is also necessary. An adequate supply of such forms should be maintained in the local office. Basic information is available in the "Employer Information" booklet. If a local office employee is familiar with this booklet he can point out pertinent information in the booklet which will often answer the employer's question.

A fully qualified field auditor is also in a position to do much toward promoting better employer relationships by being able and ready to serve as a speaker on some subject with which he is familiar when and if he is called upon. There are many businessmen's clubs that are anxious to hear speakers who are familiar with unemployment compensation laws. Business classes in schools often are seeking someone who can give them first-hand information. Trade associations are often found to be most receptive to the information that qualified speakers can give them concerning their employment taxes and reporting requirements. A program of this sort does much to promote better relations with employers by preventing misunderstanding, disseminating correct information, helping to avoid incorrect reporting and by avoiding unnecessary protests and appeals on the part of employers.

In summary, the field auditor should be a well qualified individual, carefully selected and trained, adept in public relations, a man with natural dignity who knows the answers so that he inspires respect. He should be acquainted with the whole employment security program, have a real interest in the employer, and have unquestioned integrity. With such emissaries, employer relations are a source of satisfactio and not of friction.

Expanded Utilization of Minority Group Workers

(*Continued from page 36*)

ing the necessary information and "know how," w try to have techniques for utilizing minority grou workers accepted in the same spirit as the use o tests, plant surveys, absenteeism and turn-over schedules; in other words, in the light of other technical data contained in personal handbooks. Employers, while perhaps interested in the moral rights of workers, are more interested in methods that pay dividends in terms of satisfactory production and good worker morale.

Finally, justification for an indication of the worthiness of the Minority Group Services Program is found in the degree to which the work of this Section has been integrated with other services of the Agency. The policies and procedures which govern the Employment Service likewise govern this Section. Further, inasmuch as the Minority Group Services Program cuts across all other programs and functions it is imperative that it be operated in cooperation with them.

The Ohio State Employment Service, contemplating the problems encountered, looks with considerable pride on the progress of this program which we hope is destined to prove even more helpful in handling Ohio's manpower problems as critical labor shortages develop.

"How State Employment Office Can Help You"

"How State Employment Office Can Help You" is the heading of a message carried in the Prentice-Hall Labor Report for November 30, 1950. It reads in part as follows:

Are you beginning to feel the pinch of the tight labor market? Your State Employment Service can do a lot to help you out.

Many employers have never used their state employment offices. Others have lost touch with them during the past five peacetime years. Today's result: More and more employers are finding themselves hard up for labor and are passing up a good bet in their state employment offices.

So that you won't be in the dark about the State Employment Service, we have talked with state employment officials and have observed the operations of their local employment offices. Here is what each local public employment office can do for you:

Since the local employment offices are tied up with the unemployment insurance offices, they have the largest pool of job seekers. But they cannot place this pool at your disposal unless you ask them to.

It's better to telephone than to write your nearest local employment office. It's faster and it gives the employment office interviewer a chance to find out all the pertinent particulars about your job openings. The more personalized the contact, the better the job the employment office can do for you.

The employment office interviewer will want to know such things as the nature of your business, number of job openings, job title, job summary, rate of pay, hours of work, minimum experience, education and training, physical activities required and working conditions. State employment officials request that you be frank with their interviewers. Questions asked you are necessary to the filling of your job openings. Frank answers will bring you qualified applicants in faster time.

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Evaluate your hiring standards. They may be needlessly strict. Your local employment office is prepared to analyze your jobs for you. The analysis will be done by experts and there's no charge for the service.

If you don't have job descriptions prepared for your jobs, don't worry about it. The employment office interviewers are highly skilled and they'll direct their questions so that they come up with workable job descriptions. To assure you of better service, your local employment office will be glad to send a representative out to your plant to see what your jobs are.

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Local employment offices will test job applicants for you. They have on hand a wide variety of skill and general aptitude tests that have been devised by the national office and which have proved their worth.

If you prefer to do your own interviewing of applicants, your local employment office will be happy to provide you with desk space, telephone service and clerical help wherever possible.

Since each employment office has its finger on the pulse of the manpower situation, it can keep you up-to-date with the latest labor market information.

If your job requests cannot be filled from the local labor supply, your local employment office will recruit workers from other areas through other offices of the employment service.

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Your local employment office can give you services far beyond that of recruitment of workers. It is prepared to help you on such matters as decreasing turnover, shortening training time and re-engineering of jobs. In other words, there's a lot of "know-how" in each employment office that is available to you merely for the asking.

The employment officials have this message for all employers: "The services of the employment offices are free. And there are no strings attached. An employer doesn't commit himself by using the services of his local office. He doesn't have to hire anyone he doesn't want to hire. The local office merely selects the applicants to send to him. The employer is free to do as he pleases about hiring them. Drop down to see your local office manager sometime. You'll be glad you went."

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BUREAU OF EMPLOYMENT SECURITY
AND AFFILIATED STATE EMPLOYMENT SECURITY AGENCIES

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